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# REPORT

OF THE

DIRECTOR OF THE BUREAU OF STATISTICS

*(Alex. Del Mar)*

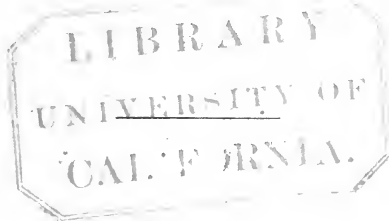
ON THE

IMPORTS OF THE UNITED STATES

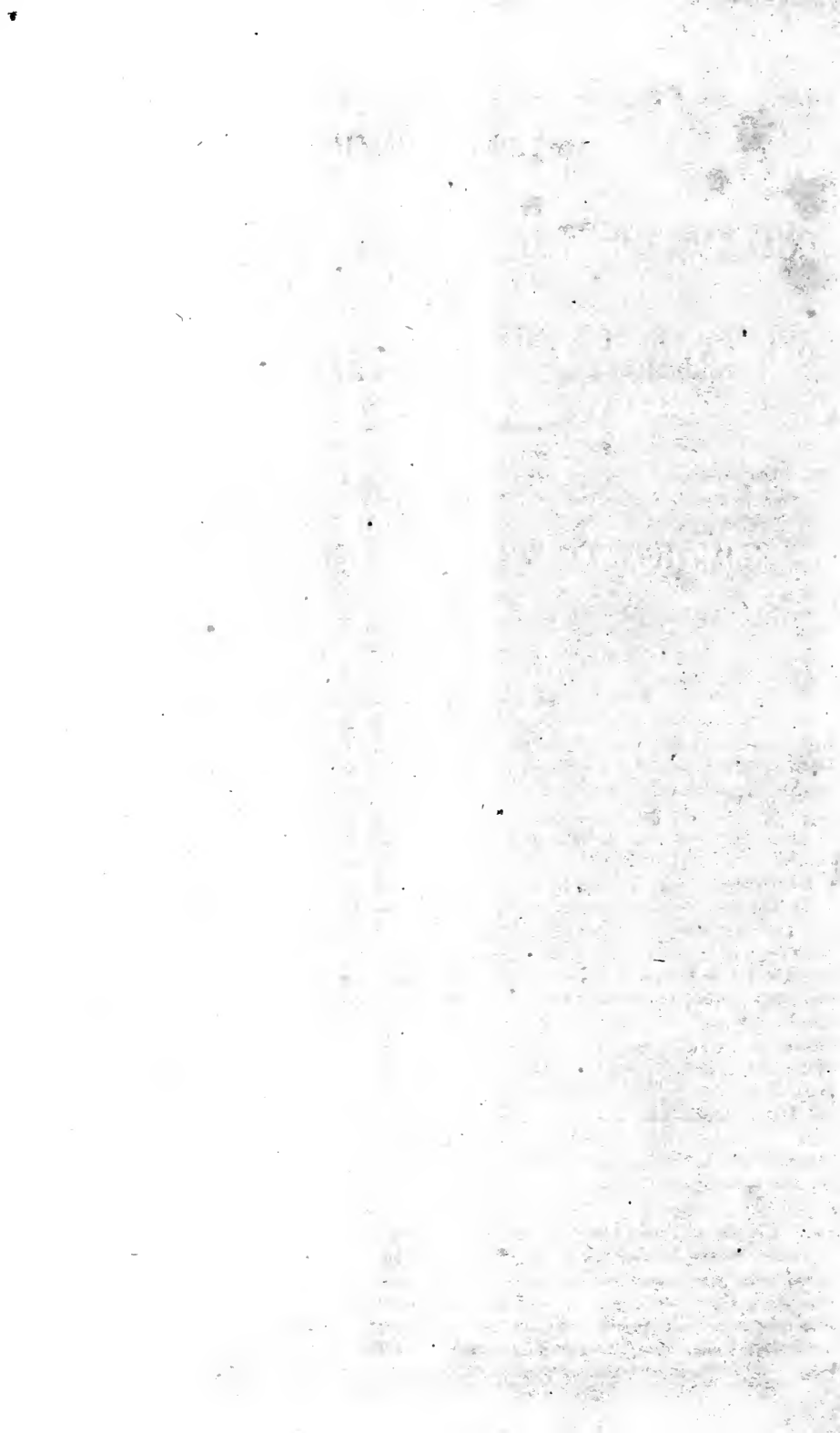
TRANSMITTED TO

THE SECRETARY OF THE TREASURY

IN MAY, 1868.



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# REPORT

OF THE

## DIRECTOR OF THE BUREAU OF STATISTICS

ON THE

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SECRETARY OF THE TREASURY IN MAY, 1868.

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Preliminary remarks.—The old system.—Erroneous title.—Practice of including among import entries the products of American Fisheries.—American Guano.—Certain products of the State of Maine.—Intransitu and transshipment entries, and of warehouse transportation entries.—Various forms of complex errors in import account.—Returns of one transaction for two places.—Defective custom-house entries and estimates.—Omission of import entries, &c., with illustrations.—The new system.—Statistics.—Warehouse statistics.—Stock in warehouse.—Imports for home consumption.—Sworn valuation.—Appendix.

### IMPORTS OF THE UNITED STATES.\*

It has already been noticed that the monthly reports of the Bureau have mainly been devoted to minute and late details of our foreign commerce, and it has been intimated that it would have been preferable to have merely taken these accounts as they were returned by the collectors of customs and compiled in the Department, and after grouping their results by periods of time, by countries, by customs districts, or by articles, and showing the relation these results bore to other matters, to have paid more attention to compiling and comparing the statistics of our internal trade, our agriculture, manufactures, and mineral products, our river and lake trade, our railways, and our canals.

It will be recollected, however, that there were certain obstacles opposed to this course: first, the disreputable condition into which our foreign commerce and navigation accounts had fallen; second, the almost total absence of any late official information relative to our domestic affairs. There was no data of any great value later than 1860, and therefore there was nothing to compile; while comparisons and deductions, drawn from data which the war had rendered valueless for practical purposes, would have served no useful end. This state of things made it necessary, first, for the Director to become familiar with the laws relative to our foreign commerce and navigation, and the actual practice in the Department and the custom-houses, meanwhile dividing his clerical force into two parts—one to aid him in reforming our international statistics, and the other to obtain and compile reliable data relative to our domestic industries. By the time the labors of the latter were ready for revision and preparation he hoped to have thoroughly reformed the former, and thus to have presented them both, completed and in harmony, to the Department and to Congress.

In pursuance of this plan a point has now been reached when the current foreign trade statistics are nearly placed upon a correct footing. Another year will doubtless see them as correct as they can be made under the laws and regulations at present prevailing. How much more correct this will be than they have ever been since 1850 will be seen as this Report proceeds. By that time,

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\* Report completed in May, 1868, and bound with this volume after it was published.

too, the clerks engaged upon the statistics of our domestic industries will have so far completed their labors of compilation as to be ready to submit them for revision and preparation. It is then proposed to report the results of both, showing their absolute and relative growth, in gross and detail, and their dependence or influence upon the other matters of national concern with which they are related.

It is scarcely worth while to refer to the obstacles that have stood in the way of accomplishing this task—the multiplicity of our foreign trade laws and regulations, the unwillingness of some who had become acquainted with parts of the practice that had grown up with these accounts to communicate it, and the impatience and intolerance of persons unfamiliar with the operation of administrative departments, who could not understand why a set of accounts—probably the largest in the world—that for many years had fallen into neglect and disrepute, were not rectified at once: these and many other matters of minor interest are left to be gathered from a comparison of the accounts as they stand to-day, and as they stood when the Director entered upon the duties of his office.

The public disrepute that attached to the accounts has been mentioned. They had been discredited and assailed by private individuals and the press, and even officers of the government had not hesitated to impugn their correctness, in their official reports, and stigmatize them as worthless. To ascertain definitely to what extent these charges were well founded was one of the necessities of my office; without it reform was impossible.

In two words, then, their condition was even worse—much worse—than was publicly supposed, and the law that established this Bureau and that led to an investigation of these accounts will, it is confidently claimed, be admitted as one of the most successful measures of the 39th Congress, and of your administration of the Treasury Department, during which, mainly through the untiring efforts of Mr. Commissioner Wells, it was passed.

For the sake of illustration, take the import account for the fiscal year ended June 30, 1867, which, though compiled nominally under the Director's supervision, was commenced before the creation of his office upon blank forms prepared and furnished by the Register of the Treasury, and was returned and compiled under the old system.

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## THE OLD SYSTEM.

### ERRONEOUS TITLE.

In the first place, (see page 3, part II,) the *title* of the account as previously printed, viz., *General statement of imports from foreign countries*, was erroneous and misleading. It was changed in the “general” table while the volume of 1867 was passing through the press, to *General statement of entries of imports from foreign countries*; but from 1821 to 1866, the former title—a title which, though correct in 1821, had ceased to be correct from the date of the establishment of the warehouse system of 1846—had been perpetuated from year to year without alteration.

The “import” tables published by other countries having a custom-house system are generally so arranged that a distinction is shown between the commodities imported, *i. e.*, brought or landed from foreign countries to or at the home country during a given period of time, and those which passed the custom-house line *into* the home country during the same period of time. But this was not the case with our “import” account, which was framed to show only the commodities that were *landed* from foreign countries during a given period of time, and did not show the commodities that during the same period of time entered into the country for home consumption, upon paying duties, if dutiable: which might be more or less, in a year, to a very considerable extent. It is, however, the amount of the latter—the commodities entered into the home country



for home consumption—that is properly to be contrasted with the exports during a given period of time; and not that of the entries or commodities landed, which may always and properly embrace commodities that are never destined to enter into the consumption of the country in any way. Some are commodities that take the chance of a market here, but failing to be sold in warehouse, may eventually be forwarded to other countries, or even returned to their own; some are commodities that will not keep well in warm climates, and are temporarily warehoused at our northern ports until disposed of to West Indian and South American buyers; and some are destined for immediate exportation, and properly belong to the intransit and transshipment trade, only the owners have neglected on entry to make explicit declaration that they are not entered to be imported into this country for home consumption—a mere technical matter that only affects their mode of entry at the custom-houses and their treatment in the accounts.

To recapitulate: The title “import” account, since the date of the establishment of the warehouse system of 1846, was wrong. The account was merely an account of custom-house entries or a landing account of commodities from foreign countries; and even had it been compiled correctly, no definite indication of the actual importations for home consumption during a given period of time could possibly have been gathered from it after the year 1846.

One of the results of retaining this erroneous title was that some of the collectors returned the import entries, while others reported the real imports (the imports for home consumption) upon their returns, and all were accepted at the Department and compiled in the same account. (See sub-heading, “*Various forms of complex errors, &c.*”) The collector of Detroit, one of the most intelligent and experienced officers of the customs I had had the happiness to meet, when his attention was called to certain discrepancies that had been observed between parts of his import entries’ and warehouse returns, informed me, under date of January 17, 1868, that all the previous returns had been made upon the supposition that the so-called “import” return exhibited the imports for home consumption.

#### PRACTICE OF INCLUDING THE PRODUCTS OF THE AMERICAN FISHERIES AMONG THE IMPORT ENTRIES.

On page 10 will be noticed an account of commodities valued at \$6,100,367, from the American fisheries. to wit: Spermaceti, whale, and other fish oil, 3,579,443 gallons. value \$4,538,605, and “other products of fisheries,” 9,588,270 pounds, value \$1,561,761. Without inquiring into the advantage of asking to be given, and giving in “pounds,” the aggregate quantity of a number of articles embraced together in one class with no explanation of details, the inclusion of this class of entries in this account is clearly wrong. In no sense are the products of the American fisheries foreign commodities, nor are they from foreign countries, which latter characteristic is, in the law of 1820, and the Treasury Regulations of 1857, article 814, made the condition of the admission of articles into the import accounts.

They consist of the catch of whaling vessels and of such fishing smacks as obtain their catch in the waters beyond the limits of our own shores. But as all these vessels are American, and are built, equipped, and manned at our own ports, and all the capital and labor invested and employed in them is American, and as their product is not procured by barter or from foreign countries, but directly from the elements, so that, too, is American; and although, for reasons connected with the efficient administration of our revenue service, it is made necessary for them to “enter” at the custom-houses on arrival, their product is held to be not thereby denationalized.

In article 838 of the Treasury Regulations of 1857, the products of the American fisheries are inserted indeed in the list of articles that the import entries’ account is required to include. This explains the manner in which these entries found

their way into the import entries' account; but while it extenuates the inconsistency of the custom-houses, it only localizes that of the Department. The inclusion of these products in the list of articles to be returned in the import entries' account is clearly at variance with the law of 1820, which only required the "import" accounts to show the goods, wares, and merchandise "imported into the United State *from foreign countries.*" Some of these products of the American fisheries, instead of being brought directly to our ports from the fishing grounds, are landed on the west coast of the Isthmus of Panama, and thence transported across the isthmus and shipped to our eastern seaports, and some are transhipped by other routes; but this does not alter the case, and the Regulations expressly place this trade upon the same footing as the other. (See Treasury Regulations, 1857, article 273.)

Since this erroneous practice came under observation the product of the American fisheries has been omitted from the import entries' account, and furnished in a separate table giving details, entitled *Form 30-1-2, statement of the products of American fisheries received into the United States.* (For quarterly accounts of these receipts from the fisheries during the current fiscal year, see Monthly Report No. 11, p. 9, No. 15, p. 15, and No. 18, p. —.) The "other products," formerly given in *pounds*, proved, when the reform mentioned was adopted, to consist of head-matter, whalebone, ambergris, cured codfish, mackerel, herring, and other fish, oysters, other shell fish, fresh fish, sponge, shell, and bone, other than whalebone, teeth, skins, and manure, and other substances that are variously measured by gallons, pounds, quintals, bushels, number, tons, &c. How they were previously reduced to one uniform measure of *pounds* does not appear.

The extent to which the practice of this error has annually swollen the import entries account may be gathered from the following statement:

TABLE XXXIII.

*Showing the entries of products of American fisheries from 1858 to 1867, inclusive.*

Fiscal year ended June 30—	Oils: spermaceti, whale, and other fish.		Other products of American fisheries.		Total.
	<i>Gallons.</i>	<i>Dollars.</i>	<i>Pounds.</i>	<i>Dollars.</i>	<i>Dollars.</i>
1858 .....	Not given.	199,258	Not given.	137,654	336,912
1859 .....	do.	591,901	do.	139,817	731,718
1860 .....	do.	642,077	do.	112,040	754,117
1861 .....	401,128	{ 124,189 221,260 }	46,059	74,695	420,144
1862 .....	915,037	533,828	525,635	352,037	885,865
1863 .....	595,227	484,521	166,433	160,708	645,229
1864 .....	1,324,134	1,459,013	610,720	699,038	2,158,051
1865 .....	1,289,827	1,071,324	442,802	582,065	1,653,389
1866 .....	1,460,467	1,707,580	1,716,750	508,516	2,216,096
1867 .....	3,579,443	4,538,605	9,588,270	1,561,761	6,100,367

#### PRACTICE OF INCLUDING AMERICAN GUANO AMONG THE IMPORT ENTRIES.

On page 145 appears an account of 76,770 tons of guano, value \$1,670,493.

The error involved in the inclusion of these sums, in the import entries' account, is not so obvious as the one last mentioned, until it is known that a large portion of this guano was received from American islands, bonded under the act of August 18, 1856. Such guano is an American product, and is not from foreign countries, and therefore belongs to the same category as the products of our fisheries. Moreover, the act of Congress expressly provides that "the

introduction of guano from such islands, rocks, or keys shall be regulated as in the coasting trade between different parts of the United States, and the same laws shall govern the vessels concerned therein."

Such being the case, the inclusion of these entries in the import entries' account was clearly erroneous, and the same course was pursued in this case as in the other. Since July 1, 1867, a separate and more definite return has been required of such entries—for example, showing what particular islands the guano was brought from—and they have been omitted from the import entries' account. (For quarterly returns during the current fiscal year see Monthly Reports No. 11, p. 12; No. 15, p. 15, and No. 18, p. —.)

The extent to which the practice of this error has annually swollen the import entries' account has not been ascertained, and is difficult to estimate with accuracy. The following tables, XXXV, of the entries of all guano since 1850, and XXXVI, the entries of American guano during the current year, (the earliest data,) may lead to an approximation.

TABLE XXXIV.

*Showing the entries of guano from 1850 to 1867, inclusive.*

Fiscal years ended June 30—	Tons.	Dollars.
1850 .....	11, 740	91, 948
1851 .....	23, 153	97, 881
1852 .....	50, 054	147, 595
1853 .....	38, 034	96, 563
1854 .....	175, 849	692, 072
1855 .....	173, 961	459, 947
1856 .....	56, 746	331, 576
1857 .....	80, 418	279, 026
1858 .....	75, 197	525, 376
1859 .....	86, 822	429, 685
1860 .....	70, 813	525, 307
1861 .....	112, 202	449, 822
1862 .....	22, 899	195, 488
1863 .....	2, 587	28, 288
1864 .....	9, 568	138, 123
1865 .....	17, 241	273, 109
1866 .....	37, 464	397, 184
1867 .....	76, 770	1, 670, 493
10 months to April 30, foreign .....	46, 164	1, 170, 633
9 months to March 31, American .....	22, 463	409, 931

TABLE XXXV.

*Showing the quantity of guano received from islands, rocks, or keys appertaining to the United States during the nine months ended March 31, 1868.*

At districts—	From islands—	Quantity.	Value.
		<i>Tons.</i>	
Barnstable, Mass .....	Swan and Howland .....	5, 933	\$89, 578
Boston and Charlestown, Mass .....	Swan .....	1, 080	14, 000
Philadelphia, Pa .....	Nevassa, Swan, and Sombrero .....	5, 612	106, 802
Delaware, Del .....	Nevassa .....	985	17, 695
Baltimore, Md .....	do .....	7, 790	163, 590
Richmond, Va .....	do .....	223	3, 568
Charleston, S. C .....	do .....	695	13, 900
Other districts .....	Nevassa and Swan .....	145	798
Total .....	.....	22, 463	409, 931

PRACTICE OF INCLUDING CERTAIN PRODUCTS OF THE STATE OF MAINE  
AMONG THE IMPORT ENTRIES.

On page 4 will be observed an account of "articles the product of the United States brought back,"\* value \$2,751,051; and on page 14 one of "all other articles," free of duty, value \$667,593. Partly under one of these heads and partly under another is concealed a number of entries of lumber and agricultural produce, shipped from certain parts of the State of Maine, via New Brunswick, to certain seaports of the United States. This lumber and these agricultural products were the produce of the State of Maine, upon the St. John and the St. Croix rivers and their tributaries, "unmanufactured in whole or in part," owned by American citizens, the lumber having been sawed in the province of New Brunswick by American citizens. The route through New Brunswick is one *through* a foreign country; but there is an obvious impropriety in allowing this fact to denationalize such products and cause them to be classed with commodities *from* foreign countries. Moreover, the treaty with Great Britain, known as the Ashburton treaty, ratified in Washington November 10, 1842, and the acts of Congress approved March 16, 1866, and June 1, 1866, as well as the Regulations of the Treasury Department of July 6, 1866,† distinctly recognize these products as of domestic origin, and make provision for them as such. Accordingly since July 1, 1867, they have been omitted from the import entries' account, and a separate and more definite form of return has been adopted, showing this trade at greater length. (For quarterly returns during the current fiscal year see Monthly Report No. 11, p. 12; No. 15, p. 15, and No. 18, p. —.)

The extent to which the practice of this error has annually swollen the import entries' account can only be estimated from the statistics of the current year, this being the only departmental data attainable.‡

The following table shows the results hitherto :

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\* The heading "articles the product of the United States brought back," is intended only to include such articles as have previously been cleared at a port or district of the United States. (See Treas. Reg. 1857, chap. 2, sec. 8.) Under such conditions they would have found their way into previous export accounts, and it would then be quite proper, upon their return to this country, to include them in the import entries' account. The two accounts, so far as these articles went, would then balance. Articles, the product of the United States, which, when they originally left this country, were not duly cleared at a custom-house, are subject to duty upon being brought back. In the statistical accounts such articles have hitherto, doubtless, been classed among the unenumerated articles subject to duty. This practice is wrong. They should not be included in either the import entries' or imports for home consumption accounts unless their amount is separately shown, and a note made of the American port from which they were originally exported, the foreign country to which they were exported, and the time at which the export occurred. It has not been ascertained to what extent this erroneous practice has gone.

† And later still the Regulations of the Treasury of May 25, 1868; see also President's Message, August 11, 1842.

‡ With the exception that Mr. Warner, the United States consul at St. John's, New Brunswick, reported to this Bureau, under date of June 26, 1867, that the shipments of lumber to the United States, under the act of June 1, 1866, were from July 1, 1866, to June 1, 1867, (eleven months,) \$153,457, as follows: To Calais, Maine, \$145,128; to Philadelphia, Pennsylvania, \$985, and to New York, \$7,344. (For details see Monthly Report of this Bureau, No. 7, p. 14.)

TABLE XXXVI.

*Showing the products of the State of Maine received at ports of the United States via New Brun wick, under provisions of treaty of Washington, during the nine months ended March 31, 1868.*

Districts.	Boards, clapboards, deals, planks, joists, and scantling.		Laths, palings, pickets, curtain sticks, broom handles, and bed slats.		Shingles.		Other products.	Total value.
	Thous'd feet.	Dollars.	Thousand.	Dollars.	Thousand.	Dollars.		
Passamaquoddy .....	16,940	96,903	8,710	11,425	33,409	8,603	Dollars. *2,657	Dollars. 119,588
Portland .....	131	2,852	.....	.....	460	943	.....	3,795
Boston and Charlestown.....	4,916	74,945	2,452	4,671	5,184	12,938	+3,851	96,405
Newburyport .....	122	971	.....	.....	975	1,940	.....	2,911
Salem and Beverly.....	327	6,693	122	696	.....	.....	.....	7,389
New Haven.....	470	8,645	82	294	.....	.....	.....	8,939
New London.....	.....	.....	.....	.....	368	644	.....	644
Newport.....	.....	.....	.....	.....	485	994	.....	994
Providence.....	1,169	20,219	276	661	8,170	16,328	.....	37,208
New York.....	645	5,693	7,975	6,670	.....	.....	+7,085	19,448
All other districts † .....	25,649	227	65	65	707	1,268	709	6,566
Total.....	50,369	217,148	19,682	24,482	49,758	43,658	14,302	303,887

\* "All other lumber," \$1,508, and "all other timber," \$1,149; total, \$2,657. † "All other timber," \$808, and "all other products," \$3,043; total, \$3,851. + "All other lumber," \$7,085.  
 § Frenchman's Bay, "all other produce," \$2,263; Kennebunk, 25,649,000 feet "boards," &c., \$227, and 65,000 "laths," \$65; Machias, "all other produce," \$709; Barnstable 707,000 shingles, \$1,268; Philadelphia, 204,000 feet timber, sawed, &c., \$2,034; total, \$6,566.

PRACTICE OF INCLUDING THE IN-TRANSITU AND TRANSHIPMENT ENTRIES IN  
THE IMPORT ENTRIES' ACCOUNT.

A discrepancy in the statistical accounts of the collector of the leading district of ——— brought to light the fact that he had been in the habit of including in his returns of "imports" to the Department all the *in-transitu* and transshipment entries made at his port. A general inquiry was therefore directed to be made on this point, and the result showed that the collectors of ———, and ———, and others, had fallen into the same practice.

The *in-transit* trade consists of commodities intended merely for transit through the United States; for instance, goods entering the United States from British North America at Niagara Falls, New York, or at Island Pond, Vermont, and passing out at New York or Portland, destined for Europe or the West Indies or elsewhere. The transit trade through this country is quite considerable. A large transit trade flows in the opposite direction, from foreign countries through New York, Portland, or some other seaport, and thence through the United States over the border by way of Island Pond, by the Grand Trunk railway, or Suspension Bridge by the New York Central and Great Western railway of Canada. A somewhat devious transit trade finds its way through Detroit and Port Huron. Commodities from the eastward, destined for that portion of Canada lying east of the river St. Clair, and south of Lake Huron, are entered at Detroit, in-transit, shipped thence to Port Huron, where they are entered again for Canada and landed at Port Sarnia on the Canadian side of St. Clair river. This route, though longer in distance, is shorter in time, there being a line of railway from Detroit to Port Huron that connects with the entire railway system of this country and Canada.

There is a transit trade to and from Mexico, and another stream of transit trade flows through the United States to and from the Red River settlement and Hudson's Bay territory. The former finds its channel across the Rio Grande, and the latter through the town of Pembina, in Minnesota. Finally, a very important and growing transit trade has sprung up between Europe and Asia by way of New York, the Isthmus of Panama, and San Francisco. This trade is evidently but the precursor of that mighty stream of commerce that is only awaiting the completion of the Pacific railway to develop its real magnitude. The value of the present in-transit trade of the United States, taking the returns of 1866 and 1867 as a basis of estimate, (the only reliable data attainable,) is about \$17,000,000 annually.

TABLE XXXVII.

*Showing quarterly the aggregate declared value of commodities in-transitu received into the United States from foreign countries, declared to be destined for shipment to other foreign countries, and so shipped from June 30, 1866, to March 31, 1868.*

Fiscal year ended June 30.	Quarter ended Sept. 30.	Quarter ended Dec. 31.	Quarter ended March 31.	Quarter ended June 30.	Total fiscal year.
1867 .....	\$1,220,062	\$2,566,795	\$10,859,992	\$2,564,092	\$17,210,941
1868 .....	1,920,373	4,121,001	*8,946,913	Returns not in.	14,988,287

\* Returns for this quarter from Passamaquoddy, Maine, and San Francisco, California, not yet received.

From this account it appears that this trade is mainly conducted in winter time. Reference to the countries to and from which the trade passes furnishes a ready explanation of this peculiarity. It arises from the fact that Canada has

no seaports open in winter, and that during the period when navigation is closed she is forced to supply herself with European and other foreign commodities received through our seaports and forwarded thence in transit across our territory to her borders. The principal articles from Canada appear to be breadstuffs and other products of agriculture and lumbering; and the principal articles to Canada wearing apparel, such as dry goods, hats and bonnets, and boots and shoes, and hardware, groceries, and liquors. A full account for the year ended June 30, 1867, will be found in Monthly Report No. 12, p. 14. This is the earliest reliable data to be obtained; no requirement to compile the particulars of the in-transit trade having been made until the law was enacted authorizing the establishment of this Bureau, July 28, 1866.\* The principal seaports in our territory through which this trade flows are Portland and New York, the former having forwarded \$13,464,714, and the latter \$3,342,554; total, \$16,807,268 out of the \$17,210,941 shown in the table.

Forming a part of the in-transit trade is the transshipment trade. For example, goods coming from the West Indies, and destined for Europe, are often transhipped from one vessel to another in one of our ports. As another instance of the deviousness of particular streams of commerce, it may be here stated that palm oil from Africa is sometimes received at Boston by one vessel and there transhipped, for conveyance to Europe in another vessel.

The Regulations of the Treasury Department (articles 488 and 499) expressly direct that merchandise in transit "is not to be considered an importation into the United States within the meaning and intent of the law," and it should therefore not be included in our account of imports and exports. It simply includes two classes of commodities, neither of which can enter into the consumption of the country. Commodities in transit pass *through* this country, never into it, in sealed vessels from one foreign country to another. Commodities transhipped are simply unladen from a vessel arrived from a foreign country, and placed on board another vessel bound to a foreign country, usually a different foreign country.

It may be as well to remark in this place, however, that in the laws and regulations the term in-transit (trade) has not that special meaning which has been given to it here and in the instructions issued from this office. Here it means to embrace the merchandise that passes through this country from one foreign country to another, and which at the time it was entered at a customs district in this country was explicitly stated to be intended to leave the country immediately. In the laws and regulations, however, the term in transit is used to embrace not only this class of merchandise but all merchandise in transportation under customs bonds; for example, merchandise transported from warehouse in Boston to warehouse in New York, merchandise transported from Canada *via* one of our border ports, destined for warehousing and exportation at one of our seaports, &c. The distinction between the two classes of trade, however, is sufficiently marked. Merchandise in transit cannot under any circumstances enter this country for consumption, while such as *may* under any circumstances enter the country for consumption must be treated as an "import," at the first customs district where the inspection takes place. The term in transit includes the term transhipped, which latter is used to specify that portion of the in-transit trade passing at our ports from one ship to another for the purpose previously mentioned.

To what extent the erroneous practice of including the in-transit and transshipment trade in the import entries account has tended to vitiate the latter is difficult to say.

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\*"The said Director shall also prepare an annual statement of all merchandise passing in-transit through the United States to foreign countries." Under this enactment a full account of the in-transit trade of the United States for the year ended June 30, 1867, was compiled and published in the Monthly Report for December, 1867, page 14.

PRACTICE OF INCLUDING WAREHOUSE TRANSPORTATION ENTRIES IN THE  
IMPORT ENTRIES' ACCOUNT.

The warehouse laws provide that commodities in bonded warehouse at one place in the United States may be removed and transported in bond to another place in the United States, and there re-warehoused. In other words, the particular location of the commodities before payment of duties may be changed. For example, during the twelve months ended December 31, 1867, (the first reliable data of the kind extant,) commodities to the value of some \$9,000,000 were received into warehouse at certain of the leading customs districts of the United States from warehouses in other customs districts.

These commodities thus transported were, at the time they were originally landed from abroad, included in the returns of import entries made to this Department by the collectors of the customs districts where they were so landed. To report them again among the import entries, at districts where they were subsequently re-warehoused, is to duplicate them, and so to erroneously swell the "import" returns. Yet such was the practice; and it might have been detected at any time by a careful comparison of the different accounts kept by the Department under the old system. It only came to light, however, during the progress of the investigations conducted under the present management. It has been practiced by a large number of customs districts, though precisely to what extent and during what length of time would be troublesome and expensive to ascertain.

The district of ————— is particularly noticeable in this connection; but the notoriously disreputable condition into which the departmental accounts had fallen, and the effect which the knowledge of this fact must have had in producing indifference and negligence among the custom-house clerks designated to compile returns for the Department, should, it is thought, be taken into consideration if the responsibility for the commission of these blunders is sought to be fixed. The extent to which this practice, one of long standing, vitiated the annual import entries' account cannot now be definitely ascertained.

VARIOUS FORMS OF COMPLEX ERRORS IN THE IMPORT ENTRIES' ACCOUNT.

Some of the errors are of such a complex character that to make them intelligible to those not technically acquainted with the accounts compiled in the Department, it becomes necessary, though at the risk of tediousness, to state what each of the principal accounts now kept should contain.

The import entries account should contain:

CLASS A. All the free goods landed in a customs district from a foreign country. [In the account of 1867, these amounted to—the value of entries from American fisheries, \$6,100,367, the only amount among those of the several clauses of errors in the free goods which is separately shown, is subtracted from the total import entries of free goods, shown on page 15—\$39,103,603. See page 15, and note on page 268;] and

CLASS B. All the dutiable commodities landed or first inspected in a customs district from a foreign country, and which have paid duties and been entered directly for home consumption. [This class cannot be separately shown in the import entries' account of 1867, there having been no division of the import entries as returned in the quarterly accounts, into these classes, previous to July 1, 1867;] and

CLASS C. All the dutiable commodities landed or first inspected in a customs district from a foreign country and entered into warehouse, either actually or constructively, and for whatever purpose, provided they may be withdrawn, if the owner chooses, for consumption in the United States.



The imports for home consumption account should contain:

Class A, and class B, and

CLASS D. All the commodities withdrawn from warehouse for consumption.

The warehouse account should contain on the debit side:

Class C, and

CLASS E. All the commodities received into warehouse from other districts than the one reporting.

The warehouse account should contain on the credit side:

Class D, and

CLASS F. All the commodities withdrawn from warehouse for transportation in bond to other districts than the one reporting; and

CLASS G. All the commodities withdrawn from warehouse for exportation overland to adjacent British provinces; and

CLASS H. All the commodities withdrawn from warehouse for exportation to other adjacent foreign territory; and

CLASS I. All the commodities withdrawn from warehouse for exportation by sea.

The in-transitu and transshipment account should contain:

CLASS J. All the commodities landed or first inspected in a customs district from a foreign country with the declaration that they are immediately intended to be forwarded under official seal to a (usually another) foreign country across the territory of the United States; and which, therefore, can in no event enter into consumption in the United States; and

CLASS K. All the commodities taken out or disembarked from a ship from a foreign country with the declaration that they are intended to be immediately laden on board a (usually another) ship bound to a (usually another) foreign country, and which, therefore, like the foregoing, cannot enter into our home consumption.

The error of including in the import entries account not only classes A, B, and C, but also classes J and K, has already been alluded to under the head of "Practice of including in-transit and transshipment entries in the import entries' account."

The error of including in the import entries' account not only classes A, B, and C, but also class E, has likewise been alluded to. See heading "Practice of including transportation entries in the import entries' account."

But the class of errors now in question arose out of excluding from the import entries' account some one or more of the proper classes A, B, and C, and including some one or more of the improper classes D, E, F, G, H, I, J, and K.

The confusion occasioned by these practices is left to be inferred. To say that they increased the apparent amount of our annual "imports" is no more warranted by the facts known than to say that they diminish it. That they modified it to a very serious extent, the condition of the accounts under the old system testifies very emphatically; but which way these modifications affected the annual totals cannot be ascertained without considerable trouble and expense, while the extent to which they increased or diminished the apparent amount of the annual "imports" of particular articles, cannot be ascertained at all. It is deemed a duty to plainly state the fact of this matter now that it has been definitely ascertained. The Treasury tables of our foreign trade for years prior to July 1, 1867, are wrong from beginning to end; wrong in totals, wrong in details, and at variance, one table with another; so that nothing but a series of compilations based largely upon unofficial data can ever supply the places from which they should be dropped in our public accounts. They not only do not agree among themselves, but they fail to agree with foreign official tables of reputed authenticity.

Many of the manuscript records have disappeared from the files of the Department, and such as remain are filled with inaccuracies, and interpolated and mutilated in a manner calling for the severest censure. Such, in a word, was

the condition of the accounts of past years, that the task of reforming the system has involved the necessity of examining and tracing to its origin every detail however minute. Scarcely anything was found correct; though on the surface all looked fair enough. All was error, confusion, pretence, and waste. To occasionally err in the arrangement or detail of so extended a system of accounts would appear excusable; but no extenuation can be perceived for making error and neglect a rule of practice. A review of the records of these important accounts for years back, and the tables published from them, yield but a single undoubted conviction, viz: that the recommendation of the Department and the act of Congress which led to their reform came none too soon.

#### RETURNS OF ONE TRANSACTION FROM TWO PLACES.

Another wrong practice is that of returning one transaction from two places. That this practice largely prevailed was suspected several months ago, and it was endeavored to so arrange the system of returns as to put an end to it, but time enough has not elapsed to mark the complete success of the measures taken. For example, a car-load of lumber enters Portland by the Grand Trunk railway, from Canada, via Island Pond, (district of Burlington.) This lumber is entered for warehouse on form 104, Treasury Regulations, article 431. This being a direct entry of dutiable goods into warehouse, it falls under class C, (see *ante*,) and as such should be included both in the import entries' account and in the warehouse account of the same district. The question, however, is, *which* district—Burlington or Portland? There would be no room for question about this if each collector of the customs was provided with a complete and compact body of the revenue laws and regulations. The laws and regulations up to February, 1857, are digested and compacted in one handy volume, which form the *vade mecum* of our customs officers; but the subsequent laws and regulations are only to be found on reference to scattered and undigested circulars of the Department, and these frequently change or modify the contents of the former. For example: The first section of act of Congress of 27th June, 1864, 13 Statutes, 197, says: "That all goods from foreign contiguous territory shall be inspected at" (and consequently reported from) "the first port of entry or custom-house in the United States where the same shall arrive;" in this case, Burlington; but the second section allows such goods, *if sealed* by the collector at the first district (in the present case, Burlington) to proceed to its destination (in the present case, Portland) without inspection.

But in the present case the goods are not sealed. Shall the collector of Burlington stop the lumber, inspect it, compel entry to be made at his district, and return the transaction to the Department among his import entries; or shall he allow it to pass onward to its destination, leaving the whole matter to the collector of Portland? Here is doubt. The treasury circular of 18th October, 1866, removes this doubt, for it provides that lumber, live animals, and other specified commodities may pass on to another customs district for entry *without sealing*; but this circular, like all others issued since the volume of 1857 was published, is printed on separate sheets of paper, and the modifications they make in the substance of the digest are not always clearly appreciated. A new edition of the regulations is much needed.

#### OTHER FORMS OF ERROR FROM DEFECTIVE CUSTOM-HOUSE ENTRIES AND ESTIMATES.

One of these forms of error can be briefly explained by the following illustration, taken from the actual practice at a leading customs district:

Entry No. 5,192 exhibited "one case glassware, &c., \$189." Upon liquidation this proved to be smoking pipes, \$13; decorated china, \$23, and fancy

boxes, \$153. As the report of this entry to this Bureau was made before liquidation, the cause, nature, and extent of the error is perceived and understood at a glance.

Another form of error will be illustrated from the practice of the same district :

Entry No 4,277 exhibited "one case of India-rubber goods and wafers, \$168, at 35 per cent."

Entry No. 4,238 exhibited "three cases of paper and penholders, \$296, at 35 per cent."

These entries were reported in the returns to this Bureau as follows: manufactures of India-rubber, \$168; wafers, *nothing*; paper, \$148, and penholders, \$148. In the first one the wafers were omitted altogether, "the India-rubber goods being considered the article of chief value." In the other the combined value of the two articles was equally divided between each, "this rule being generally observed when the entry furnishes no distinctive indications into equal parts."

To expect that the statistical accounts of 20,000 articles, amounting in value to over \$400,000,000 a year in specie, and concerning the nature, quantity, and value of each of which exists temptation to misrepresent and deceive, shall be as correct as the accounts of an equal number of articles upon the ledgers of a body of merchants, is to expect impossibility. But there is believed to be much room for improvement upon the practices alluded to. The entries should always be explicit enough to admit of reclassification, and attentive regard should be paid to the *object* of the accounts compiled from the import entries' returns and the credit reposed in them as guides to public legislation and administration. With these ends in view every needful rule can be observed, and with even less labor than if they are disregarded.

#### ERRORS FROM DEFECTIVE ENTRIES AND ESTIMATES AT THE CUSTOM-HOUSES.

This practice is still pursued, though it is believed that careful supervision has divested it of much of the very serious importance it possessed up to July 1, 1867. It arises in this manner: Importers, upon making entry of their goods at the custom-houses, are allowed by the entry clerks (contrary to the regulations of the Department, article 832) to omit stating upon their entries the *quantities* of merchandise subject to ad valorem duties. The omissions are then supplied at the custom-houses, sometimes according to a standing rule of relation between quantities and values, but generally arbitrarily and according to individual fancy. As an example of the former kind, the collector of a leading customs district furnishes the following relations between the quantities and values of certain important classes of merchandise:

*Memorandum of the estimated values of cotton and woollen dry goods adopted at the port of ——— for the months of January, February, March, and April, 1868, respectively.*

Bleached and unbleached cottons* per yard.....	\$0 20
Colored cottons* per yard.....	25
Ginghams .....	25
Woollen dress goods.....	30

These unsystematized, and in many cases diverse and erroneous estimates, are embraced in the returns and transmitted to the Department, where, unless palpably wrong, and formerly even when they were palpably wrong, they are received as official and authentic, and incorporated into the accounts without question. Some instances of the incredibilities that flowed from this practice were adduced by Mr. Wells, of the Revenue Commission, in the Commission's able and interesting report of 1865, p. 5. The imports of coffee for an entire

\* Including in April, writes the collector, "the 35 per cent. cottons."

year were returned at  $10\frac{1}{2}$  cents per pound, where the re-exports of the same article showed the extraordinary value of nearly 26 cents per pound, and the portion estimated to have been retained for consumption had a value of only  $6\frac{4}{10}$  cents per pound. But scarcely one item among the several hundreds enumerated in the import entries' accounts during a long series of years was free from it; nor is this defect wholly remedied yet, though with the measures in hand it is soon expected to be.

The acceptance of these cooked accounts by the Department, and their unrevised compilation and subsequent publication, produced another mischief, (already alluded to,) a loss of respect on the part of the statistical clerks in the custom-houses and in the Department for the value of the work they were themselves employed upon. Each man knew that his own work was seriously incorrect, his items estimated and his balances forced.\* Moreover, he knew that the work was never criticised, for after it had been transmitted to the Department, which it was, and generally without revision, too, he rarely heard any more about it. As a matter of course his belief in its value and usefulness, and that of the compilation of which it formed part, became a constantly diminishing quantity. So with the clerks in the Department; until, among all the persons engaged on the work, it came to be looked upon as a sort of superfluity, that was only of benefit to the extent that it provided them with employment—a conclusion that, with what has been shown of the erroneous practices in vogue, will not fall far short of common assent.

The extent to which these practices vitiated the quantities and values in the import entries' account is now beyond practical ascertainment, but it must have been very considerable.

The method taken to diminish their mischievousness has been to provide the compiling clerks in the Bureau with price lists, and to enjoin the collectors of customs to insist upon the entries made at their ports being properly filled out with quantities and values, as provided by the regulations.

#### ERROR OF OMITTING CERTAIN IMPORT ENTRIES FROM THE PROPER ACCOUNT AND RETURNING THEM IN THE DOMESTIC EXPORT ACCOUNT.

This form of error has been alluded to in another place. As it is of a kind very easily detected, there would be but small reason to suppose that it had been committed unawares to any serious extent had the Department accounts been entitled to the presumption of correctness. So far as is known, however, it has only occurred in a single district, and even had it passed undetected would have merely varied the annual total to the extent of a few thousand dollars, and changed the accounts of a few articles.

#### PRACTICE OF OMITTING FROM THE IMPORT ENTRIES' ACCOUNT THE RETURNS FROM CERTAIN DISTRICTS.

This practice, it is gratifying to be able to say, was one of the irregularities first observed and remedied, and it therefore does not vitiate the account of 1866-'67, though, as far as can be learned, that year's account stands alone in this respect among the import entries accounts for many years back.

The practice consisted of limiting the year's account to embrace just as many quarterly returns from the collectors of customs as the latter chose to send to the Department, taking it for granted that when the collectors had any returns to make they would make them, and the Department would receive them, and that when none were received at the Department, there were none to be made ;

\* Nearly a million dollars was erroneously forced into the item "unenumerated articles," the place where it is most difficult of detection, in the returns of a single district during the month of January, 1867.

in other words, leaving the completeness of the compilation to take care of itself. As a general thing, few of the large ports seem to have been omitted, though even this was not always the case. The San Francisco and New Orleans returns were omitted in the annual volume of 1865, and had to be appended to the volume of 1866. So with certain of the New Orleans returns of 1866, which, with certain others of inferior importance, are appended to the volume of 1867. But with regard to the smaller ports, it seems to have been the rule, not the exception, to omit their returns.

Of course the omission of the returns from Southern ports during the war is not here alluded to. This was no error, but a misfortune; although even these might have been obtained after the war closed. These omissions were not observed until last November. As soon as observed an endeavor was made to repair them by requesting the present collectors to furnish the missing returns; with what success will be shown in another part of this Report. To what extent the omissions vitiated the import entries' account previous to July 1, 1866, has not been ascertained.

#### PURCHASED VESSELS ERRONEOUSLY OMITTED.

On reference to the acts of Congress approved during the fiscal year ended June 30, 1866, it will be perceived that 30 foreign vessels were admitted to American registry during that year. These transactions cannot but be regarded as imports of commodities from foreign countries, and they should therefore properly appear in the import accounts, which hitherto has not been the case. The combined admeasurement of the vessels mentioned is partly ascertained, partly estimated, to be 4,468 tons. At \$60 specie per ton their combined value was \$268,080. During the fiscal year ended June 30, 1867, there are no foreign vessels known to have been admitted to American registry.

#### OTHER ERRONEOUS PRACTICES CONNECTED WITH THE IMPORT ENTRIES' AND AUXILIARY ACCOUNTS.

Many other erroneous practices have been observed during the course of the investigations I have been enabled to pursue. Some appear to have arisen from negligent practices in the original entries, some from negligence in preparing the returns at the custom-houses, some from negligent compilation in the Department, and some from other causes. Some of these are briefly noticed herewith:

1. Error of including in-transit articles both in the *in-transitu* and the re-export accounts. A duplication of this kind to the extent of over \$300,000 was detected in one month's returns from a single district. (Collector's letter, No. 11692.)

2. Omitting certain articles, as "manufactures of iron n. o. p.," and charging the omission to other articles, as "railroad iron." (Collector's letter, No. 27,437.)

3. Reporting transactions in one account (the re-export) at currency valuation, and the same transaction in another account (the warehouse) at sworn specie valuation. (Collector's letter, No. 9642.)

4. Neglecting to include a portion of the dutiable entries. (Collector's letter, No. 13497.)

5. Neglecting to include any of the entries of free goods. (Collector's letter, No. 27,101.)

#### THE OLD SYSTEM SUMMED UP.

One of the principal objects of these accounts—to ascertain the extent and annual course of our trade with foreign countries—has, however, not been entirely defeated by the great neglect to which they have been exposed. With the assistance capable of being derived from an analysis of the accounts kept

by other governments, this important result can be attained, perhaps, in time for the next Annual Report.

Another important object, that of tracing the march of our commercial prosperity, is also within reach. The total annual values of our foreign trade, capable of being ascertained from the same sources, will permit an approximate annual comparison to be made which shall be relatively (though perhaps not absolutely) correct enough for the purpose;\* but to those who would deduce from these accounts a favorable or an unfavorable balance of trade, and to whom it may prove an easy refuge from the discordant results shown to have flowed from the errors in which they have hitherto been involved, to conclude that one thing with another these errors will about "balance" each other, and that the totals as they stand sufficiently approximate correctness to answer all practical purposes; and likewise to those who, knowing the value these accounts possess, if correct, to mark the fluctuations of various industries, or the good or bad effects of legislation, or to estimate the productiveness of imposts or excises, may, even after this exposition, conclude that the errors in the account of an article in one year will likely enough show the same proportionate distortion as those in the account of the same article in another year, and that the relative annual movement will, therefore, be exhibited with tolerable truthfulness—it can only be repeated that the accounts as they stand for years prior to July 1, 1866, are entirely unreliable, while those for the year begun July 1, 1866, and ended June 30, 1867, though compiled with much more care and completeness, are nevertheless vitiated perhaps to a considerable extent by the erroneous practices alluded to, and which only commenced to be investigated, understood, and stopped when the compilation of the accounts of 1867 had been completed.

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## THE NEW SYSTEM.

The import entries under the new system are returned, compiled, and published monthly, usually about six weeks after the close of the period they embrace, and contain the returns from all of our customs districts from New Brunswick along down the coast to the Rio Grande; then up the Pacific coast to Puget sound, and lately even Sitka, in Russian America; and finally all the border districts across from Oregon to Maine, and the river districts from the Gulf of Mexico to Minnesota, and from Cairo, Illinois, to Pittsburg, Pennsylvania.

Under the old system of quarterly returns only an annual aggregate was published, and no subdivision of the year was shown. The publication was effected rarely less than six months, sometimes a year after the close of the

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\* Among the many purposes which these accounts serve when compiled correctly and published promptly, none is of more consequence than the guide they furnish to revenue officers in the performance of their official duties. The following extract of a letter lately received by the Director from one of the United States general appraisers affords an instance in point:

*Extract of a late letter from the general appraiser of customs, at ———, to the Director of the Bureau of Statistics.*

"In your Monthly Report No. 17, I see that a large importation of ——— is reported in January and March of this year. I have not been able to learn of such arrivals, though I have written to other general appraisers to inquire. I would be greatly obliged for a statement of the *ports* at which the chief importations of the articles were made. We have made especial efforts to detect this importation here, as you may be aware, and have now several invoices under seizure for false entry."

The customs revenue is defrauded by the device of entering the article alluded to under a false nomenclature. This being exhibited in the statistical accounts, the matter is brought to the attention of the proper officer, and in this manner the localization, exposure, and punishment of the fraud is secured.

period it embraced. This, on the plan it was published, was equal to two years after the beginning of the period. The import entries' account under the new system has also been harmonized (always on the authority of corrected official returns from the collectors) with the other leading accounts compiled by the Bureau,\* which formerly was not the case. But to contrast the "import" account now, with what it was before, furnishes no adequate measure of the changes effected. The whole system had to be reformed and revived, a task many times more onerous than to organize a system entirely new.

It had been in existence forty odd years. It was started when the condition of the world's affairs and the needs of legislation were very different from what they are now, and when the day of its reform came it was found reduced to the last degree of degeneracy.

In 1821, the first year under the "old system," our net imports amounted to little over \$41,000,000, and the question of the day most nearly related to the subject of our foreign commerce was on the recognition of the Spanish American States. Now the net imports are nearly \$400,000,000, and in commercial affairs questions of nationalities have lost nearly all of their former significance.

On reference to the Commerce and Navigation volume of 1821, one of 165 pp octavo, the number of titles of articles and classes of articles in the import account is found to be 78, and the number of titles of countries 56, while the number of customs districts at that time was 95. For 46 years these accounts were kept without change in plan—a plan that consisted simply of adding to the titles every article specially designated in every successive import schedule, and the name of every country having a national flag; overlooking the obvious fact that calling for more detail was equivalent to rendering the system less manageable, and less susceptible of supervision and correction. The result of this system, or more properly perhaps, lack of system, as to the accuracy of the accounts, and the delay attending their publication, has already been seen; its consequences as to the laboriousness of their compilation, and the expense this entailed, have yet to be alluded to. The volume of 1861, for example, contains 1,164 octavo pages of tabular matter, 698 of which are taken up alone by the "import" and auxiliary accounts. Page after page presents nothing but a formal array of blanks and printers' "leaders"—another feature of the system—a marked instance of which will be found in the "imports" by districts' table, on pages 255-422, of part 2. But the last book of the old system, the volume of 1867, is almost as happy an illustration of this extravagant plan as any of its predecessors.

It contains 704 octavo pages of tabular matter, of which the "import" and auxiliary tables take up 397. The number of titles of articles and classes of articles is 826; and the number of titles of countries of origin 10, and of origin and shipment 76—together, 86. Among the former is "all other candles, 2½ cents per pound," of which article we "imported," in 1867, *one dollar's* worth; and among the latter Ecuador, from which country our year's "imports" amounted to \$62. The manuscript record account of the "import" and auxiliary tables contained in this volume, to say nothing of the manuscript transcripts prepared for the printer, nor of the record tables of the export, re-export, tonnage, and other accounts, consists of 35 volumes, 32 of which are 21 inches long by 18½ wide; and three of which, 30 inches by 21½, containing together 10,404 pages, over half a yard wide, and together over three and one-half miles long; and yet when the Director commenced to cut down this overgrowth he was furnished with so many convincing arguments for letting it remain, as to render the accomplishment of this object the most unpleasant portion of his official duties. Both age and a long course of precedents had ren-

\* Some immaterial discrepancies still await to be removed by corrected returns called for but not yet received.



dered the old system too respectable to be rudely assailed. An attentive study of its details, with a constant view to cutting off everything that upon examination was found could be dispensed with, was the only available plan of attack, and this has been followed throughout.

The erroneous practices alluded to have all been weeded out but two: 1. That of custom-house estimates; and 2. Diverse classification; and even these are now yielding to the influence of organization and system. None of the products of the American fisheries, nor American guano, nor the produce of the State of Maine; none of the in-transit and transshipment trade; no warehouse transportation entries, nor duplicated entries, nor any other improper classes of entries, are allowed to be thrown into the import entries' account to distort it and impair its value: nor are any omissions tolerated. Districts neglecting to transmit their returns are promptly reported for remedy of the delinquency; purchased vessels, admitted to American registry, are added to the account; and, in short, every care taken to make the accounts complete and correct.

The following table shows the import entries each month since January 1, 1867:

TABLE XXXVIII.

*Showing the declared value of monthly import entries into the United States.*

Month.	MERCHANDISE.			Gold and silver.	Total.
	Free.	Dutiable.	Total.		
January, 1867 .....	\$1,004,570	\$25,818,879	\$26,823,449	\$1,111,018	\$27,934,467
February, 1867 .....	1,241,852	33,737,833	34,979,685	686,257	35,665,942
March, 1867 .....	2,770,682	29,404,137	32,174,819	605,666	32,780,485
April, 1867 .....	1,871,259	37,068,226	38,939,485	644,038	39,583,523
May, 1867 .....	1,692,695	33,593,047	35,285,742	1,320,090	36,605,832
June, 1867 .....	1,659,327	29,572,944	31,232,271	615,033	31,847,304
July 1867 .....	1,255,249	31,982,542	33,237,791	1,197,893	34,435,684
August, 1867 .....	1,419,676	31,905,788	33,325,464	1,175,831	34,501,295
September, 1867 .....	1,473,521	29,098,714	30,572,235	1,199,606	31,771,841
October, 1867 .....	1,390,631	27,986,431	29,377,062	1,262,189	30,639,251
November, 1867 .....	1,462,826	24,022,927	25,485,753	329,203	25,814,956
December, 1867 .....	1,219,873	19,263,448	20,483,321	984,924	21,468,245
January, 1868 .....	1,096,976	20,363,951	21,460,927	782,724	22,243,651
February, 1868 .....	1,063,342	26,920,679	27,984,021	801,616	28,785,637
March, 1868 .....	1,240,415	35,759,939	39,000,354	2,175,584	39,175,938
April, 1868 .....	1,313,846	31,546,183	32,860,029	1,453,563	34,313,592

The import entries since July 1, 1867, the date of the commencement of the new system and of the current fiscal year, thus amount to \$303,150,090, divided as follows: Gold and silver, \$11,363,133; free merchandise, \$12,936,355, and dutiable merchandise, \$278,850,602; or, gold and silver, \$11,363,133, and merchandise, \$291,786,957. Estimating the months of May and June at \$70,000,000 together, the result of the fiscal year's transactions will be, say, \$373,000,000, or \$40,000,000 less than those of the previous fiscal year, which amounted to \$412,000,000 and odd.



TABLE XXXIX.

*Showing in dollars the specie value of gross "imports" from the beginning of the government to June 30, 1867, (000,000's omitted.)*

Year ended Dec. 31, 1790.....	23	Year ended Sept. 30, 1829.....	74
1791.....	29	1830.....	70
1792.....	31	1831.....	103
1793.....	31	1832.....	101
1794.....	34	1833.....	108
1795.....	69	1834.....	126
1796.....	81	1835.....	149
1797.....	75	1836.....	189
1798.....	68	1837.....	140
1799.....	79	1838.....	113
1800.....	91	1839.....	162
1801.....	111	1840.....	107
1802.....	76	1841.....	127
1803.....	64	1842.....	100
1804.....	85	Nine mos. to June 30, 1843.....	64
1805.....	120	Year ended June 30, 1844.....	108
1806.....	129	1845.....	117
1807.....	138	1846.....	121
1808.....	56	1847.....	146
1809.....	59	1848.....	154
1810.....	85	1849.....	147
1811.....	53	1850.....	178
1812.....	77	1851.....	216
1813.....	22	1852.....	212
1814.....	12	1853.....	267
1815.....	113	1854.....	304
1816.....	147	1855.....	261
1817.....	99	1856.....	314
1818.....	121	1857.....	360
1819.....	87	1858.....	282
1820.....	74	1859.....	338
Year ended Sept. 30, 1821.....	62	1860.....	362
1822.....	83	1861.....	*353
1823.....	77	1862.....	†275
1824.....	89	1863.....	‡253
1825.....	96	1864.....	\$330
1826.....	84	1865.....	249
1827.....	79	1866.....	445
1828.....	88	1867.....	412

From the above table it will be observed that the relation of gross imports to population has varied considerably from time to time. In 1790 they amounted to about \$6 per capita; in 1800, to \$17, (at this time we had a very large carrying trade, and more than half of this amount was re-exported within the year;) in 1810, to \$12, (the carrying trade was still quite heavy, the re-exports amounting to \$3½ per capita;) in 1820, to \$8; in 1830, to \$5½; in 1840, to \$6; in 1850, to \$7½; in 1860, to \$11½; in 1866, to \$13; and in 1867, to \$12 per capita. The effects of the war of 1861-'65 are not correctly shown by these figures, the "imports" having been greater than as shown by the records of the Department. The trade since the war, however, has been unprecedentedly large, a consequence, doubtless, of the prolonged blockade of the southern ports and their sudden reopening. In 1866 our "imports" touched their highest point hitherto. They have since appeared to decline. In 1867 they fell \$33,000,000,

\* 1861.—Old total on manuscript records, \$335,650,153. Received since February 1, 1868: returns from Savannah, quarter ended December 31, 1860, \$386,324; quarter March 31, 1861, \$218,952, and quarter June 30, 1861, \$1,180; Appalachicola, quarter March 31, 1861, \$11,906; and quarter June 30, 1861, \$3,450; New Orleans, quarter March 31, 1861, \$6,817,055, and quarter June 30, 1861, \$9,650,367; making the present total on the records, \$352,739,387.

† 1862.—Old total, \$275,356,151. Received since February 1, 1863, returns from Appalachicola, quarter March 31, 1862, \$2,370, and quarter June 30, 1862, \$88,418; making the present total, \$275,446,939.

‡ 1863.—No additional returns received.

§ 1864.—Old total, \$329,562,895. Received since February 1, 1868, from Appalachicola, quarter September 30, 1863, \$2,239; making the present total, \$329,565,134.

|| 1865.—No additional returns received.

and in 1868 will probably fall \$40,000,000 more. They will then still be \$11,000,000 higher than in 1860, the highest year previous to the war.

TABLE XL.

*Showing the import trade of the United States with all countries in 1860 and 1867, respectively, amounting to over \$1,000,000 in either year, (specie values expressed in millions of dollars and tenths.)*

Order of importance.	Countries of shipment.	1860.	Order of importance.	Countries of shipment.	1867.
1	Great Britain : England ..... 133.0 Scotland ..... 4.6 Ireland ..... .9	138.5	1	Great Britain : England ..... 171.7 Scotland ..... 7.2 Ireland ..... .1	179.0
2	France ..... 43.0	43.0	4	France ..... 31.2	31.2
3	Cuba ..... 34.0	34.0	2	Cuba ..... 39.3	39.3
4	British North America : Canada ..... 18.9 Other ..... 5.0	23.9	3	British North America : Canada ..... 26.4 Other ..... 7.2	33.6
5	Brazil ..... 21.0	21.0	6	Brazil ..... 19.1	19.1
6	North German Union : Bremen ..... 8.7 Hamburg ..... 9.8 Other ..... .5	18.5	5	North German Union : Bremen ..... 13.6 Hamburg ..... 12.6 Other ..... .5	26.7
7	China ..... 13.6	13.6	7	China ..... 12.1	12.1
8	British East Indies ..... 10.7	10.7	8	British East Indies ..... 8.9	8.9
9	Mexico ..... 6.9	6.9	12	Mexico ..... 3.9	3.9
10	Italy : Sardinia ..... .4 Tuscany ..... 2.0 Papal States ..... .5 Two Sicilies ..... 2.4	4.8	11	Italy : Italy ..... 2.1 Sicily ..... 3.2	5.3
11	Porto Rico ..... 4.5	4.5	10	Porto Rico ..... 5.3	5.3
12	Buenos Ayres ..... 4.0	4.0	9	Buenos Ayres ..... 5.8	5.8
13	New Granada, (Colombia) ..... 3.8	3.8	19	New Granada, (Colombia) ..... 2.5	2.5
14	Africa : British possessions ..... 1.9 Other ports ..... 1.8	3.7	21	Africa, (all parts) ..... 1.8	1.8
15	Spain ..... 3.0	3.0	16	Spain ..... 3.1	3.1
16	Philippine islands ..... 2.9	2.9	13	Philippine islands ..... 3.5	3.5
17	Venezuela ..... 2.9	2.9	20	Venezuela ..... 2.0	2.0
18	Holland ..... 2.9	2.9	23	Holland ..... 1.6	1.6
19	Belgium ..... 2.6	2.6	14	Belgium ..... 3.2	3.2
20	Chili ..... 2.1	2.1	26	Chili ..... 1.3	1.3
21	Hayti ..... 2.1	2.1	29	Hayti ..... 1.0	1.0
22	British West Indies ..... 1.9	1.9	15	British West Indies ..... 3.1	3.1
23	Russia on Baltic and White seas ..... 1.5	1.5	27	Russia on Baltic and White seas ..... 1.2	1.2
24	Uruguay ..... .9	.9	24	Uruguay ..... 1.5	1.5
25	Dutch East Indies ..... .9	.9	17	Dutch East Indies ..... 2.6	2.6
26	Hawaiian islands ..... .4	.4	28	Hawaiian islands ..... 1.1	1.1
27	British Guiana ..... .4	.4	25	British Guiana ..... 1.4	1.4
28	Peru ..... .3	.3	22	Peru ..... 1.7	1.7
29	Japan ..... .1	.1	18	Japan ..... 2.6	2.6
30	Other parts and fractions ..... 6.4	6.4	30	Other parts and fractions ..... 6.3	6.3
	Total ..... 362.2	362.2		Total ..... 411.7	411.7

Our import trade from Great Britain alone appears to amount to nearly half of our whole trade, while that from France and the North German Union is much inferior. This, however, is not the case, the appearance being due to the fact that the import entries are always credited to the countries of shipment, not those of origin, the latter being distinguished in the returns of indirect trade. Take the trade from the North German Union, for example, which in the above table is only shown at 26.7 millions. This is the amount entered here, which was shipped from the ports of the German Confederation, but in addition to this, considerable values from Germany were first shipped to Great Britain, and thence transhipped to this country. The following table exhibits the entire trade of the year from Germany :

TABLE XLI.

*Showing the total declared value of the import entries at the United States of all commodities from the North German Union during the fiscal year ended June 30, 1867.*

Directly from North German Union :		Indirectly from North German Union :	
Hamburg .....	\$12,550,225	Prussia .....	\$14,098,271
Bremen .....	13,593,058	Saxony .....	8,605,111
All other .....	453,311	Frankfort .....	427,064
		Saxe Meiningen, &c. ....	426,945
		Hanover .....	196,366
		Other German States .....	352,402
	<hr/>		<hr/>
	26,596,594		24,106,159

Total direct and indirect, \$50,702,753.

Our indirect trade with France, Switzerland, and Belgium is likewise large. For recapitulation, see Commerce and Navigation, 1867, part I, page 282, and for details see pages preceding.

A comparison with the trade of 1860 presents no very remarkable features of detail. The trade with Japan and the Sandwich Islands shows an increase, while that with Mexico and South America exhibits a decline. The British and Canadian trade has improved over \$50,000,000—more than the amount of difference between the total import entries of the two years ; but it should be remembered, as before stated, that Great Britain does a large carrying trade for other countries, and so figures in our import entries' account, if this be regarded separately, to an undue extent.

It would be interesting to trace the changes which either more economical routes, or the influence of low rates of interest, are constantly bringing about in channels of trade ; but the statistics on the subject are too recent to warrant generalization. The indirect trade statement shows the results both of the influence of the comparatively low rates of interest that prevail in Europe and of the routes that commerce has opened for itself, in defiance of political lines and boundaries. The products of Asia and Africa, which come to us through Europe, are deflected from a shorter and more direct route, mainly through the influence of low rates of interest, though not a little is due, perhaps, to other causes. The wines of southern Europe come to us through England, mainly because of the low rates of interest that prevail in the latter country ; while the cloths, hosiery, and shelf goods of middle Europe find their way to us through Hamburg, Bremen, Havre, &c., for the obvious reason that these ports furnish the shortest and most direct routes for shipment.

The difference between our accounts and those of Canada demand attention in this place. In the Report on Exports it was shown that while, according to our account, the exports of domestic products to Canada amounted in 1865, 1866, and 1867 to 32.3 millions, specie value, according to the Canadian account of imports they amounted during the same period to 57 millions, specie value,

or 24.7 millions more. This was ascribed to the shortcoming of our export account arising from a defect in the law of 1820. On the contrary, our import entries' account, according to the following table, shows that similar defects exist in the Canadian account of exports, and, indeed, this must always be the case, as it is hardly to be expected that the same care will be taken to report exports in countries where no export duties are levied as the requirements of the custom-house demand in the case of imports.

## UNITED STATES ACCOUNT.

TABLE XLII.

*Showing the value of "imports" into the United States from the province of Canada from 1865 to 1867, inclusive, compiled from United States official sources.*

Year ended June 30—	Merchandise.	Specie.	Total.
1865 .....	\$27,595,661	\$2,951,606	\$30,547,267
1866 .....	40,989,661	5,209,809	46,199,470
1867 .....	19,758,474	6,639,393	26,397,867

## CANADIAN ACCOUNT.

*Showing the value of exports from the province of Canada to the United States from 1865 to 1867, inclusive, compiled from Canadian official sources.*

Year ended June 30—	Merchandise.	Specie.	Total.
1865 .....	\$21,340,350	\$1,599,341	\$22,939,691
1866 .....	32,587,643	2,182,618	34,770,261
1867 .....	23,179,416	2,404,384	25,583,800

*Differences between the Canadian and United States accounts.*

Year ended June 30—	Merchandise.	Specie.	Total.
1865 .....	\$6,255,311	\$1,352,265	\$7,607,576
1866 .....	8,402,018	3,027,191	11,429,209
1867 .....	3,420,942	4,235,009	814,067

*Percentage of excess of the United States account as compared with the Canadian.*

Year ended June 30—	Merchandise.	Specie.	Total.
1865 .....	29.3	84.6	33.2
1866 .....	25.8	138.7	32.9
1867 .....	(*)	176.1	3.2

\* 14.8 per cent. deficiency.

The most marked differences occur in the specie accounts; and on the presumption advanced, this is natural enough, specie being a commodity most likely to be omitted in the outward-bound manifests of shippers; still 84.6 per cent., 138.7 per cent., and 176.1 per cent. are unusually large discrepancies. As a singular exception to the rule that export accounts are deficient as compared with import accounts of the same shipments, the merchandise portion of the import entries of 1867 are deficient, as compared with the Canadian export account, to the extent of \$3,420,942. Whether this is due to undervaluation, or to some other cause, has not yet been ascertained, the subject being still under investigation.

### THE WAREHOUSE STATISTICS.

These valuable returns form one of the principal features of the new system. They show the stock in warehouse by districts, articles, quantities, and values, and the movement in warehouse, and the movements out of warehouse, by the same detail. The following is a summary by months since July 1, 1867. The details will be found in the various monthly reports already published:

TABLE XLIII.

*Showing the value of foreign commodities warehoused, withdrawn from warehouse, and remaining in warehouse, in the United States since July 1, 1867.*

Month.	WAREHOUSED.			WITHDRAWN FROM WAREHOUSE.							
	Remaining in warehouse at close of the preceding month.	Warehoused during the month.		Total warehoused.	For consumption.	For transportation.	For exportation.			Total.	Remaining in warehouse at the close of the month.
		Direct im- portation.	From other districts.				Overland.		By sea.		
							To adja- cent British provinces.	To other adjacent foreign ter- ritory.			
July, 1867.....	1. \$47,967,301	2. \$15,490,197	3. \$748,532	4. \$64,206,080	5. \$11,968,938	6. \$652,825	7. ....	8. ....	9. \$802,098	10. 802,098	11. 50,782,219
August, 1867..	50,782,219	12,877,733	803,255	64,463,207	14,641,920	805,276	....	....	685,340	685,340	48,330,671
Sept'ber, 1867.	48,330,671	10,280,708	950,910	59,562,289	14,569,866	866,559	326,344	933	484,077	811,354	43,314,510
October,1867 {	43,314,510 {	12,127,377	1,302,930	56,845,273	12,166,105	1,688,663	447,309	149	555,846	1,003,304	41,987,201
Nov'ber, 1867..	41,987,201	11,662,552	1,210,442	54,860,195	10,197,965	1,959,224	243,732	58,470	737,412	1,039,614	41,663,392
Dec'ber, 1867.	41,663,392	8,857,514	1,190,153	51,711,059	8,324,617	939,039	114,236	1,548	866,378	982,162	41,465,241
January, 1868.	41,465,241	8,992,623	998,815	51,456,679	9,949,272	970,771	101,870	31,174	639,601	772,645	39,763,991
February, 1868.	39,763,991	12,679,514	693,741	53,137,246	12,274,258	1,111,854	104,336	1,199	420,626	526,161	39,463,203
March, 1868 ..	39,463,203	17,951,680	940,270	58,355,153	14,243,297	890,808	158,221	3,677	778,283	940,181	42,280,867
April, 1868... {	42,280,867 {	16,273,021	926,401	59,538,084	15,481,938	935,778	197,384	4,176	608,953	810,513	42,309,855
	*57,795}										

\* Corrections in collectors' returns.

This data is highly interesting. It shows that the stock in warehouse, columns 1 and 2, was highest in July, 50.7 millions, lowest in February, 39.4 millions, and commenced to rise in March, and was still rising at the end of April, when it was 42.3 millions.\* It shows that of the import entries, warehoused on landing, column 2, the largest amount was in July, when it was 15.4 millions, from which it dwindled down to almost half the amount, or 8.8 millions, in December, and in two months' time, in March, rose to 17.9 millions. It shows that the business of transporting bonded goods from one district to another, columns 3 and 6, is greatest during the fall and winter months. It shows that the withdrawals for consumption, column 5, were largest in August, 14.6 millions, and September, 14.5 millions, (for the fall trade,) and in March, 14.2 millions, and April, 15.4 millions, (for the spring trade;) and smallest in December, 8.3 millions, and January, 9.9 millions. It shows that the withdrawals for re-export, both to the British provinces, column 7, and to Mexico, column 8, are mainly during the fall and winter, while the withdrawals for re-exportation by sea, column 9, considering their relative unimportance, appear not to differ very considerably from month to month throughout the year, varying from \$866,000 in December to \$420,000 in February. The enormous extent of these warehouse transactions, as a whole, may be inferred from the footings. On July 1, 1867, there were nearly 48 millions in warehouse. During the 10 months following 127 millions of import entries were added to this amount. Had these remained the stock would have amounted in April to 175 millions; but meanwhile 124 millions were withdrawn for consumption and 8.7 millions for re-export, leaving at the end of April a stock on hand of 42.3 millions.

#### STOCK IN WAREHOUSE.

What details this stock consisted of, until last July had not been known, it will be recollected, since the first two years of the warehouse system; an interval of nearly 20 years.† The account of stock on hand as balanced on 30th April last is published in Monthly Report No. 18. The total, as before stated, is \$42,309,855, and the main items are coffee, \$3,912,482; fruits, \$976,111; hemp, \$1,423,021; iron and manufactures of, \$1,905,619; gunny cloth and bags, \$485,132; leather, \$694,636; salt, \$236,084; sugar and molasses, \$10,307,288; tea, \$5,613,129; tin plate, \$379,229; cigars, \$122,273; wines, spirits, cordials, &c., \$1,547,969; wool, raw and fleece, \$1,109,415; and dry goods, \$5,036,954. The quantities are, coffee, pounds, 42,300,624; hemp, tons, 5,689; pig iron, hundred-weight, 247,701, \$105,099; leather, pounds, 3,402,281; salt, pounds, 108,968,170; brown sugar, pounds, 211,533,430, \$8,920,558; tea, pounds, 20,507,326; tin plate, hundred-weight, 37,920; cigars, pounds, 73,529; spirits, in casks, gallons, 889,517, \$810,835; wine in casks, gallons, 1,106,857, \$488,527, and wool, raw and fleece, pounds, 7,668,714.

Though it is by no means felt confident that the account, as it at present stands, is entirely correct, (though for aught known it may be so,) the fact that it has been successfully placed on a proper footing after so long a neglect, is deemed to be worthy of mention, and more particularly because this, the largest and most complicated account, as well as, for a part of the time, the next largest and most complicated one, (the imports for home consumption account, next to be described,) has been compiled in this Bureau entirely by female clerks. In

\* This does not include the commodities which have paid duties and merely await removal from the warehouses by the owners. The value of such commodities is, however, comparatively small.

† At the Director's instance the stock books of all the warehouses in the United States were required to be posted up during the previous January and the results furnished to this Bureau. Owing to the extent of the undertaking this was not accomplished until 1st July. On that date the work was completed, and from that date the complete account kept in this office commences.

this respect, as in others, they have exhibited clerical abilities of a high order. It would be invidious to mention by name such of them as have especially distinguished themselves in this respect. Honorable mention is due to them as a class. It is hoped that to some extent this mark of approval may call more attention to their merits, and result in their being better repaid than they are for their services.

One of the prominent advantages of the revival of the warehouse account is the guide it must afford to intelligent legislation and administration. For example, when, as is often the case, it becomes desirable to estimate in advance the probable yield of the customs revenues for a given period of time, it can now be done within very narrow bounds, while the extent of the effect of projected legislative measures to diminish or increase these revenues within specified periods can be determined as well. If the tariff of duties on the importation of foreign commodities is designed to be raised or lowered, or the duty upon any particular article changed, if a treaty of reciprocity with a foreign nation is designed to be entered into or abrogated, or if the extent of our territorial area is designed to be changed, the effect of these measures upon the revenues can now for the first time be accurately foreseen.\*

A brief sketch of this system may not be out of place here. Previous to the enactment of the warehouse law of 1846 it was required of the importers that they should pay, or secure to be paid, the consumption duties upon all dutiable commodities entered from foreign countries, at the time of their import entry. Upon the commodities being subsequently re-exported, the duties, under the name of bounties or drawbacks, were returned. This system appears to have been copied from the English, among whom it originated, probably at a very early date; for in the 17th century it falls under the censure both of Sir Josiah Child, 1668, and Sir Charles Davenant, 1695, and in their writings is made the object of invidious comparison with the laws on the same subject in Holland and France, where the whole of the duties levied on importation were allowed to be drawn back on exportation, while in England but "half subsidy"† was returned. The restrictions complained of were afterwards removed, and three years' time was allowed for the privilege of re-exportation with a drawback, while in the meantime it did not matter how often the goods may have changed hands if satisfactory documentary evidence of identity could be furnished. These usages, and that of giving credit to the importers for customs duties, materially tended to change the incidence of taxation from the act of landing to that of consumption, which appears to have been the object sought to be accomplished. This modified drawback system, however, was of too loose a nature to last unimpaired, for it opened the way to frauds of a character difficult either to prevent or detect.

It however seems to have furnished the germ of the warehousing system, which in England was first practically proposed in Sir Robert Walpole's excise scheme, in 1733; but at that time it met with so much opposition that it had to be abandoned. A similar proposal was afterwards brought forward by the Rev. Josiah Tucker, 1753, but in vain. Meanwhile the modern warehousing system appears to have been gradually developing from the modified drawback system

\* On the 1st July, 1857, the day the tariff act of March 13, 1857, went into effect, there were in warehouse commodities to the value of some \$60,000,000. In less than a year's time this stock fell to something under \$24,000,000, the withdrawals having been mainly for consumption. On 1st May, 1864, the stock in warehouse was scarcely more than \$7,000,000, the withdrawals during the previous month having amounted to nearly \$20,000,000. The warehouses were so empty that during the month of May the withdrawals for consumption amounted to scarcely more than \$1,000, yet, by the 1st of September following the stock rose to upwards of \$50,000,000.

† This did not always mean half the duties, because the duties sometimes consisted of several "subsidies," the moiety of but one of which was, up to a certain date, all that was remitted on a re-exportation.



of the 18th century. In 1700 the wrought silks of India and Persia (the use of which was prohibited within the kingdom) were permitted to be placed in fit warehouses for the purpose of re-exportation, on due security being given by the merchant for carrying out such purpose. In 1709 pepper was allowed to be deposited in "approved" warehouses on payment of half "subsidy." In 1742 rum was allowed to be warehoused under Crown locks and on bond being given for the payment of duty when taken out for home consumption, and shortly afterwards tea, rice, and tobacco, were treated upon the same footing.

The drawback systems were finally extinguished by the warehousing act of 1803, which, however, was materially enlarged and modified by subsequent regulations. In the year 1825, when the customs laws were consolidated by Mr. Hume's Eleven Acts, the system had nearly attained its present form and extension. In 1846 the United States abandoned the drawback and adopted the English warehouse system as a whole, and to the extent that it had developed up to that date. Since that time the system has undergone but little change in this country. In England, however, the modifications have been more important.

In the course of a few years' time the transit trade between Europe and Asia via the Pacific railroad will form a prominent feature of our commerce, and the consideration of this subject will doubtless assume more public importance than at present.

The real imports account now comes to be treated.

#### THE IMPORTS FOR HOME CONSUMPTION.

It will be recollected that this account consists of entries embraced in class A, free commodities; class B, dutiable commodities, which have paid duties on landing or inspection and been entered directly for home consumption; and class D, dutiable commodities in warehouse which have paid duties and are at liberty to be withdrawn from warehouse for home consumption.

The aggregate of these classes that passed the customs, inwards, within a given period of time, is what is embraced by the Imports for Home Consumption account. It is therefore an account, to the extent that it goes, whether that be greater or less, of the actual offsets to the exports, and shows the imports into the country that passed the point where duties are levied. As this account likewise shows the imposts that were collected, or which accrued upon each of the dutiable articles it embraces, it is called, as kept in this office, the "Imports for Home Consumption and Impost account."

As previously stated, no account of this kind has ever yet been published in this country. The establishment of the account was ordered in 1864, by Secretary Fessenden, but never carried out. The system of accounts established under the present management embraced this account, among others, and Mr. Fessenden's order was accordingly revived and put in force. The result is the first annual account of imports for home consumption, embracing the period from June 30, 1866, to July, 1867. This account is not yet quite ready for the press, its revival having been instituted nearly a year beyond the appropriate date for commencing the annual compilation. The account for 1868 will be completed nearly as soon. Before examining the details of this account it will be as well, perhaps, to institute a comparison between its footing and those of the import entries' account, covering the same period.

The total of the import entries' account for the year ended June 30, 1867, is \$412,233,123,\* while the total of the imports for home consumption account for the same period is \$392,041,204. This shows that while commodities to the former amount were, according to the import entries' account, brought to the

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\* Monthly Report, No. 8. See remarks Com. and Nav. 1867, part II, page 268.

country, commodities to the latter amount, according to the imports for home consumption account, were imported into it for home consumption. The *in transitu* and transshipment transactions should find no place in either account. They are not embraced in the latter. Here, then, is a difference between the two accounts for the same period of \$20,191,919, the import entries' account being the larger.

Even had the import entries' account been correctly kept, there would almost necessarily be a difference between its results and those of the imports for home consumption account. For certain years one would be the larger, and for certain other years perhaps the other. How much of the difference shown in 1867 is due to this fact, and how much to the erroneous practices that became connected with the rendition and compilation of the former account, cannot be ascertained without entering upon those fields of estimate and conjecture which, within the present limits at least, are deemed better to be left out of view.

The following table shows certain of the principal articles imported for home consumption during the fiscal year ended June 30, 1867.

TABLE XLIV.

*Showing quarterly, by quantity and declared value, certain articles imported for home consumption into the United States during the fiscal year ended June 30, 1867, and the duties paid thereon.*

Commodities.	Quantity.	Declared value.	Duties paid.
<b>COFFEE, (duty, 5 cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	39,511, 154	\$4,473, 130 43	\$1,975, 557 70
December 31, 1866.....	34,387, 395	3,853, 019 00	1,719, 369 75
March 31, 1867.....	46,066, 119	5,065, 465 83	2,303, 305 95
June 30, 1867.....	39,680, 309	4,413, 473 89	1,984, 015 45
Total fiscal year.....	159,644, 977	17,805, 087 15	7,982, 248 85
<b>RUSSIAN HEMP, (duty, \$40 per ton.)</b>			
	<i>Tons.</i>		
Quarter ended September 30, 1866.....	766 $\frac{1}{2}$ $\frac{1}{4}$	\$135, 165 00	\$30, 672 00
December 31, 1866.....	854 $\frac{1}{2}$ $\frac{1}{4}$	151, 878 00	34, 190 00
March 31, 1867.....	598 $\frac{1}{2}$ $\frac{1}{4}$	101, 727 00	23, 952 00
June 30, 1867.....	695 $\frac{1}{2}$ $\frac{1}{4}$	118, 899 00	27, 828 00
Total fiscal year.....	2,916 $\frac{1}{2}$ $\frac{1}{4}$	507, 669 00	116, 642 00
<b>SUGAR, not above No. 12, D. S., (duty, 3 cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	256,077, 927	\$10,334, 223, 90	\$7,682, 337 81
December 31, 1866.....	173,197, 861	7,124, 993 97	5,195, 935 83
March 31, 1867.....	160,332, 962	6,565, 514 67	4,809, 988 86
June 30, 1867.....	266,567, 679	10,241, 213 23	7,997, 030 37
Total fiscal year.....	856,176, 429	34,265, 943 77	25,685, 292 87
<b>SUGAR, not above No. 15, D. S., (duty, 3<math>\frac{1}{2}</math> cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	17,349, 540	\$879, 284 85	\$607, 233 90
December 31, 1866.....	11,629, 490	575, 965 00	407, 032 15
March 31, 1867.....	11,530, 687	563, 613 02	403, 574 04
June 30, 1867.....	12,530, 360 $\frac{1}{2}$	591, 438 02	438, 562 61
Total fiscal year.....	53,040, 077 $\frac{1}{2}$	2,610, 300 89	1,856, 402 70

TABLE XLIV—Continued.

Commodities.	Quantity.	Declared value.	Duties paid.
<b>SUGAR, not above No. 20, D. S., (duty, 4 cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	2,599,969	\$148,554 00	\$103,998 76
December 31, 1866.....	1,479,708	91,987 85	59,188 32
March 31, 1867.....	2,601,118	175,224 00	104,044 72
June 30, 1867.....	2,485,240	133,670 76	99,409 60
Total fiscal year.....	9,166,035	549,436 61	366,641 40
<b>SUGAR, refined, (duty, 5 cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	176,523	\$12,408 00	\$8,826 15
December 31, 1866.....	34,278	3,337 45	1,713 90
March 31, 1867.....	55,702	4,128 00	2,785 10
June 30, 1867.....	2,001	169 00	100 05
Total fiscal year.....	268,504	20,042 45	13,425 20
<b>MOLASSES, from sugar cane, (duty, 8 cents per gallon.)</b>			
	<i>Gallons.</i>		
Quarter ended September 30, 1866.....	10,492,489	\$1,881,678 86	\$339,399 12
December 31, 1866.....	9,834,114	815,847 01	783,729 12
March 31, 1867.....	10,572,035½	2,164,333 02	845,762 84
June 30, 1867.....	19,209,867¾	4,015,544 61	1,536,069 42
Total fiscal year.....	50,099,506¼	8,877,403 50	4,007,960 50
<b>TEA, (duty, 25 cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	7,726,362	\$2,296,502 65	\$1,931,590 50
December 31, 1866.....	5,545,831	1,632,624 05	1,386,457 75
March 31, 1867.....	9,666,369½	3,092,211 11	2,416,592 37
June 30, 1867.....	10,231,140¼	3,512,211 80	2,557,785 06
Total fiscal year.....	33,169,702¾	10,533,549 61	8,292,425 68
<b>RAILROAD IRON, (duty, 70 cts. per 100 lbs.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	78,224,507	\$1,171,366 76	\$547,571 54
December 31, 1866.....	28,758,903	390,370 00	201,312 32
March 31, 1867.....	22,756,581	318,235 83	159,296 06
June 30, 1867.....	104,814,122	1,338,790 60	733,698 86
Total fiscal year.....	234,554,113	3,218,763 19	1,641,878 78
<b>LEAD, in pigs, (duty, 2 cents per pound.)</b>			
	<i>Pounds.</i>		
Quarter ended September 30, 1866.....	12,812,710	\$536,620 00	\$256,254 20
December 31, 1866.....	20,227,180	868,784 00	404,543 60
March 31, 1867.....	14,976,926	668,277 00	299,538 52
June 30, 1867.....	16,877,777	720,760 00	337,555 54
Total fiscal year.....	64,894,593	2,794,441 00	1,297,891 86

TABLE XLIV—Continued.

Commodities.	Quantity.	Declared value.	Duties paid.
WOOL DRESS GOODS, gray or uncolored, value not over 30 cts. per square yard; (duty, 4 cts. per yard and 25 per cent.)	<i>Square yards.</i>		
Quarter ended September 30, 1866.....	208, 579	\$42, 426 13	\$18, 949 69
December 31, 1866.....	94, 528	19, 329 00	8, 613 37
March 31, 1867.....	159, 103	34, 378 18	14, 958 66
June 30, 1867.....	45, 936	8, 756 32	4, 026 52
Total fiscal year.....	508, 146	104, 889 63	46, 548 24
WOOL DRESS GOODS, printed or colored, value not over 30 cts. per square yard; (duty, 4 cts. per yard and 30 per cent.)	<i>Square yards.</i>		
Quarter ended September 30, 1866.....	17, 997, 566	\$4, 258, 117 20	\$1, 997, 337 79
December 31, 1866.....	6, 364, 130	1, 567, 232 60	724, 734 98
March 31, 1867.....	16, 690, 769	3, 962, 937 99	1, 856, 512 14
June 30, 1867.....	1, 098, 108	245, 235 00	117, 494 81
Total fiscal year.....	42, 150, 572	10, 033, 522 79	4, 696, 079 72
WOOL DRESS GOODS, gray or uncolored, value over 30 cts. per square yard; (duty, 6 cts. per yard and 30 per cent.)	<i>Square yards.</i>		
Quarter ended September 30, 1866.....	83, 667	\$40, 357 10	\$17, 127 15
December 31, 1866.....	23, 776	10, 100 87	4, 456 82
March 31, 1867.....	44, 445	17, 948 65	8, 051 29
June 30, 1867.....	4, 026	1, 791 17	778 91
Total fiscal year.....	155, 914	70, 197 79	30, 414 17
WOOL DRESS GOODS, printed or colored, value over 30 cts. per square yard; (duty, 6 cts. per square yard and 35 per cent.)	<i>Square yards.</i>		
Quarter ended September 30, 1866.....	8, 550, 488	\$3, 784, 976 82	\$1, 837, 771 17
December 31, 1866.....	3, 655, 144	1, 635, 003 25	792, 609 78
March 31, 1867.....	5, 467, 169½	2, 168, 572 95	1, 087, 030 68
June 30, 1867.....	1, 206, 278½	336, 100 39	190, 011 83
Total fiscal year.....	18, 879, 079½	7, 927, 653 41	3, 907, 423 45
WOOL DRESS GOODS, printed or colored, value over 20 cts. per square yard, act March 2, 1867; (duty, 8 cts. per square yard and 40 per cent.)	<i>Square yards.</i>		
Quarter ended September 30, 1866.....	.....	.....	.....
December 31, 1866.....	.....	.....	.....
March 31, 1867.....	1, 259, 148½	\$416, 121 09	\$267, 180 32
June 30, 1867.....	4, 084, 607	1, 247, 734 59	825, 862 39
Total fiscal year.....	5, 343, 755½	1, 663, 855 68	1, 093, 042 71
WOOL DRESS GOODS, weighing 4 ounces or over per square yard; (duty, 50 cts. per square yard and 35 per cent.)	<i>Square yards.</i>		
Quarter ended September 30, 1866.....	.....	.....	.....
December 31, 1866.....	.....	.....	.....
March 31, 1867.....	31, 174	\$27, 962 65	\$25, 373 92
June 30, 1867.....	79, 699	103, 017 00	75, 905 45
Total fiscal year.....	110, 873	130, 979 65	101, 279 37

## RECAPITULATION.

Commodities.	Quantity.	Declared value.	Duties paid.
Sugar ..... pounds..	918, 651, 045½	\$37, 445, 723 72	\$27, 921, 562 17
Wool dress goods.....square yards.	67, 148, 340	19, 931, 098 95	9, 874, 787 66
Molasses.....gallons..	50, 099, 506½	8, 877, 403 50	4, 007, 960 50
Tea ..... pounds..	33, 169, 702¼	10, 533, 549 61	8, 292, 425 68
Coffee.....do....	159, 644, 977	17, 805, 087 15	7, 982, 248 85
Railroad iron .....do....	234, 554, 113	3, 218, 763 19	1, 641, 878 78
Pig lead.....do....	64, 894, 593	2, 794, 441 00	1, 297, 891 86
Russian hemp .....tons...	2, 916, 20	507, 669 00	116, 642 00
		101, 113, 736 12	61, 135, 397 50

Together the duties on the articles specified amounted to over one-third of the total revenue from customs during the fiscal year ended June 30, 1867. It would be of great interest to quote from this important account at greater length, but I do not feel at liberty to do so until it is fully prepared for the press.

The instances above given are merely adduced in this place for the purpose of introducing the subject of sworn valuations, with which this Report will close. The remaining details of the account of imports for home consumption for the year ended June 30, 1867, will be found, when published, in one of the monthly reports of the Bureau. The amounts furnished above, may vary in some slight particulars, when the whole account is balanced and put to press.

## SWORN VALUATION.

The duties upon the importation of foreign commodities, when not based upon quantity alone, are rated upon their market value at the foreign place of exportation, and this rule has always been maintained in the United States, except, I believe, during a brief period in 1842.

Whatever the advantages of this rule as a means of levying and determining duties, it must needs vitiate all the statistical accounts of the government in so far as the valuation of foreign commodities is concerned. It is needless in this place to enlarge upon the reasons of undervaluation. A very extended inquiry upon the subject was instituted under the Department circular of August 6, 1849, and the results published in the Secretary's report of that year.

Without touching upon the subject in its relation to the matter of taxation, it seems highly desirable that means should be provided for avoiding the erroneous and misleading results that flow from it into our statistical accounts. This view of the case long since attracted the attention of the British government and resulted in the establishment of a system of corrected valuations for statistical accounts which has met with complete success, and to which, in great measure, we are indebted for the ample and precise details of British commerce published under the direction of the Board of Trade.\*

\* The occasion of this reform (I am quoting from memory) arose out of the following circumstances:

During the reign of Charles II, a Book of Rates was published by the government, which, while announcing the duties on merchandise, in most, perhaps all, cases *ad valorem*, furnished rates of relation between quantities and values. For instance, the article of canary seed was subject on importation to pay a subsidy of five per cent. *ad valorem*. The value of the article per hundred-weight was officially fixed in the Book of Rates, say at £3 15s. The duties per hundred-weight would therefore amount to three shillings and ninepence. Andirons were rated at 10 shillings per pair, wood ashes at £6 per last of 12 barrels, and Spanish wine at £70 4s per tun. Now, while these valuations were perhaps correct enough

I can explain this system in no better manner than by appending hereto the text of a reply made to an inquiry of the House of Commons on this topic in 1865. See Appendix.

In penning this Report, it was designed to make it serve to some extent the purpose of affording to collectors of customs and others a clearer comprehension of the system of commercial accounts compiled in the Bureau, and the purposes they served, than could be derived from merely reading the laws and regulations upon the subject; and this is respectfully offered in extenuation of its prolixity.

The accounts which form the subject of it, taken together with others of the Treasury Department, go to make up the Balance Sheet of the country, "upon whose pages are inscribed those figures of cruel precision that point to prosperity or adversity, to wealth or poverty, to strength or weakness, to resources or debt. When its great columns of numerals are traced down to their final consummation, we then know how far it is safe to tempt further fortune, or to brave calamity. Here lies the grand residuum into which filters the whole history of a nation. There is no brevity so portentous as that which adds up the capabilities and resources of an entire people, in a sum of dollars and cents."

I have the honor to be, sir, very respectfully, your obedient servant,  
ALEX. DELMAR, *Director.*

Hon. HUGH McCULLOCH,  
*Secretary of the Treasury.*

## APPENDIX.

### IMPORTS AND EXPORTS.

OFFICE OF THE INSPECTOR GENERAL OF IMPORTS AND EXPORTS,  
*Custom-House, London, May 18, 1865.*

Return to an order of the honorable the House of Commons, dated May 12, 1865, for copy "of memorandum by the inspector general of imports and exports, as to the method adopted for ascertaining the real value of the imports into the United Kingdom, issued by the statistical department of the board of trade in 1864."

JOHN A. MESSENGER.

in the middle of the 17th century, they became totally incorrect by the middle of the 19th; moreover, the old relation in price, of one article to another, in many cases, had become completely reversed; yet, up to within the present generation, the British official accounts of foreign commerce were actually compiled on the basis of these obsolete valuations. A few instances of the extent to which this system distorted the custom-house valuations are furnished herewith:

#### *Exports of British and Irish produce and manufactures.*

Year.	Official value.	Real value, computed.	Year.	Official value.	Real value, computed.
1840 .....	£102,705,372	£51,406,430	1845 .....	£134,599,116	£60,111,081
1841 .....	102,180,517	51,634,623	1846 .....	132,288,345	57,786,875
1842 .....	100,260,101	47,381,023	1847 .....	126,130,986	58,842,377
1843 .....	117,877,278	52,278,449	1848 .....	132,617,681	52,849,445
1844 .....	131,564,503	58,584,292	1849 .....	164,539,504	63,596,025

*Memorandum by the inspector general of imports and exports, as to the method adopted for ascertaining the real value of the imports into the United Kingdom, (issued by the statistical department of the board of trade in April, 1864.)*

The real value of the imports into the United Kingdom, as shown in the statistical accounts published under the authority of the government, is ascertained as follows :

1. In the case of certain articles—of those, namely, in regard to which the tariff prescribes that their value (either with or without a specification of quantity) shall be stated in the entry inwards at the custom-house—it rests on the declaration of the importers.

If the officer of customs to whom such declaration of value is tendered should see reason to question its correctness, he is entitled to require further evidence on the point, or he may satisfy his doubts by an examination of the goods.

The articles of which the value is ascertained by this method, however, are but few compared with the whole number of those included in the statistical registry, and they are generally of minor importance.

2. In the case of the more numerous and more considerable articles which are entered at the custom-house by quantity alone, the value exhibited in the statistical record is obtained by means of a process of computation which combines the quantity with the average prices of the several commodities.

The average prices thus employed are supplied to the inspector general of imports and exports, in part, by some of the leading merchants and brokers of the city of London, who willingly aid an operation so obviously serviceable to the public, in part by three gentlemen, who have special facilities for watching the course of the markets, and who receive a fixed remuneration from the treasury for collecting such prices in the ports of London, Liverpool, and Hull, respectively.

In striking the average price for each article regard is had to the specific distinctions under which it is exhibited in the tariff, these distinctions being of necessity observed also in the statistical registry, and not being in every instance identical with those which are commonly recognized in mercantile transactions.

As the same article, in many cases, varies widely in its market value, according to the country of which it is the produce, separate prices, applicable to the importations from the different countries, are in such cases required.

The rules which are required to be kept in view, in fixing the average prices, will appear more distinctly on reference to the annexed copy of an explanatory note, which was addressed to the merchants and brokers from whom assistance was sought at the time when the registry of real value was first established.

When the prices obtained from different sources are found to disagree, such disagreement, unless it be referable to some known cause, is made the subject of a careful investigation before the average is finally adjusted.

The average price of an article being fixed for a particular month for the ports of London and Liverpool separately—and, in the case of certain descriptions of merchandise, for the port of Hull also—the quantity imported into each of the ports is computed at the price belonging to it, and the mean value thus ascertained of the importations into the two or the three ports is adopted as the general rate of valuation for the importations into the kingdom at large.

The value attached to the importations of each article for the entire year is the sum of the values affixed to the importations of each successive month.

The manner in which the operation is effected is shown in the annexed table.

JOHN A. MESSENGER.

Table showing the manner in which the real value of imports is computed in the office of the inspector general of imports and exports.  
*Yellow Muscovado and brown-clayed sugar imported from Bengal in 1861.*

Months.	Imported into London.			Imported into Liverpool.			Imported into London and Liverpool jointly.	Average price of the imports into London and Liverpool, adopted for the United Kingdom.		Quantities imported into the United Kingdom.	Computed real value.
	Rate per cwt.	Quantity.	Value.	Rate per cwt.	Quantity.	Value.		s.	d.		
January .....	s. d. 27 2	Thousand cwt. ....	s. ....	s. d. 27 8	Thousand cwt. 8	s. 221	8	221	27 8	Cwt. qrs. lbs. 8,097 0 24	£. 11,201
February .....	27 2	5	136	27 6	3	82	8	218	27 3	8,386 1 4	11,426
March .....	27 8	2	55	27 0	4	108	6	163	27 2	6,133 2 10	8,357
April .....	28 2	4	113	27 0	6	162	10	275	27 6	9,565 2 15	13,153
May .....	29 8	10	297	26 3	11	289	21	586	27 11	20,986 0 20	29,293
June .....	29 8	1	30	25 9	4	103	5	133	26 6	4,568 2 9	6,053
July .....	30 2	4	121	25 9	.....	.....	4	121	30 2	3,982 2 15	6,007
August .....	30 2	11	332	25 9	18	463	29	795	27 5	28,476 1 3	39,036
September .....	30 8	17	521	26 0	16	416	33	937	28 4	33,002 0 5	46,753
October .....	31 2	26	810	26 0	21	546	47	1,356	28 10	46,559 2 26	67,154
November .....	30 8	38	1,165	25 6	7	179	45	1,344	29 10	45,466 0 1	67,820
December .....	29 8	47	1,394	25 0	20	500	67	1,894	28 3	66,342 0 12	93,708
										281,566 1 4	399,931

Average price of the year, 28s. 5d. per hundred





*Explanatory note referring to a classified "List of articles imported into the United Kingdom for which rates of valuation are desired;" (addressed to merchants and brokers from whom periodical returns of average prices were requested.)*

OFFICE OF THE INSPECTOR GENERAL OF IMPORTS AND EXPORTS,  
December 30, 1854.

The object for which it is sought to attach rates of valuation to the various commodities enumerated in this list, is the ascertainment (as nearly as possible) of the true money equivalent of our imports, considered both collectively and in the detail of individual articles, and with reference as well to the trade carried on with particular countries and colonies as to the general commerce of the kingdom with all parts of the world.

The rates, when obtained, are to be applied to the quantities of the several commodities as they appear in the records kept by the inspector general of imports and exports, which records, being founded upon the entries passed by the merchants at the custom-house, exhibit the articles imported from all countries under those designations and distinctions, and those alone, which are recognized in the customs tariff.

Hence, estimates of value adapted to a different specification of the same articles, to varieties of fabric or degrees of quality of which the customs tariff takes no cognizance, would not be available for the purpose which this inquiry has in view.

On the other hand, it is important that any well-defined differences in the price of a commodity affecting the whole produce of *particular countries* should be noted, since a neglect of such differences would lead to a false representation of the comparative value of the trade carried on with those countries respectively.

What is required, therefore, is in general a single rate of valuation, but in particular instances more than one rate, corresponding as nearly as possible with the average market price of the article in the United Kingdom during a given period for each description of merchandise included in the accompanying list; a *single* rate wherever the same average price may be deemed fairly applicable to the importations from all countries alike; *separate* rates for the importations from different countries where the nature of the case requires that they should be so discriminated.

The distinctions which are conceived to be necessary in regard to the produce of particular countries are indicated in the list under the heads to which they belong, but a practical knowledge of the various commodities will probably suggest other distinctions of the same kind as necessary to be introduced, and point out some of those which are inserted as unnecessary to be retained.

The articles have been distributed into classes with the view of facilitating the process by which values are to be affixed to them. The division is of course an arbitrary one, and where it seemed that an article might almost indifferently be assigned to either of two classes it is inserted in both.

JOHN A. MESSENGER.

TABLE XLV.—Foreign trade of the United States.\*

Fiscal year.	American vessels.				Foreign vessels.				Total vessels.			
	Entered.		Cleared.		Entered.		Cleared.		Entered.		Cleared.	
	No.	Tons.	No.	Tons.	No.	Tons.	No.	Tons.	No.	Tons.	No.	Tons.
1860†.....	12,206	5,921,285	12,682	6,165,994	10,725	2,353,911	10,912	2,624,005	22,931	8,275,196	23,594	8,789,929
1861†.....	11,251	5,023,917	11,079	4,889,313	10,709	2,217,554	10,566	2,362,042	21,960	7,241,471	21,665	7,151,355
1862†.....	10,805	5,117,685	10,451	4,961,818	10,438	2,245,278	10,415	2,376,999	21,243	7,362,963	20,866	7,338,817
1863†.....	10,044	4,614,698	9,529	4,447,261	11,917	2,640,378	12,538	3,064,023	21,961	7,225,076	22,057	7,511,284
1864†.....	7,799	3,066,434	7,977	3,090,948	14,942	3,471,219	15,039	3,741,131	22,741	6,537,653	23,016	6,832,079
1865.....	8,324	3,294,661	8,434	3,025,134	14,417	3,216,967	14,969	3,595,123	22,741	6,160,628	23,433	6,620,257
1866§.....	8,846	3,372,060	8,644	3,383,176	17,587	4,410,494	17,490	4,438,384	26,433	7,782,484	26,134	7,821,560
1867.....	8,808	3,455,052	8,401	3,419,592	17,410	4,318,673	17,592	4,463,490	26,218	7,773,725	25,993	7,884,992

\* There are some American vessels trading between foreign countries and away from the United States altogether, but of these no statistics have been hitherto attainable.

† Old measure.

§ Mixed measure, mostly old.

TABLE XLVI.—United States foreign tonnage movement.

	1866.				1867.			
	Entered from.		Cleared to.		Entered from.		Cleared to.	
	Vessels.	Tons.	Vessels.	Tons.	Vessels.	Tons.	Vessels.	Tons.
Canada.....	4,554	1,481,049	4,203	1,353,421	4,133	1,310,681	3,671	1,149,406
Other British North American possessions on the Atlantic.....	799	209,673	760	246,218	801	264,901	728	300,297
Other British North American possessions on the Pacific.....	202	56,887	269	71,060	201	49,933	210	48,232
Total British North America.....	5,615	1,747,609	5,232	1,670,699	5,135	1,625,515	4,609	1,497,935
Other foreign tonnage of the United States.....	3,291	1,024,451	3,412	1,712,477	3,673	1,899,537	3,792	1,921,567
Total foreign tonnage movement of the United States.....	8,846	3,372,060	8,644	3,383,176	8,808	3,455,052	8,401	3,419,502

TABLE XLVII.

*The strictly foreign tonnage movement of three nations.—A statement of the tonnage, respectively, of American, British, and French vessels which entered at their home ports and cleared to ports of foreign powers in each year since 1820.*

Year.	Entered inwards.			Cleared outwards.		
	American.	British.	French.*	American.	British.	French.*
1821.....	765,098	863,891	No data...	804,947	757,295	No data.
1822.....	787,961	930,282	do.....	813,748	800,091	do.
1823.....	775,271	931,790	do.....	810,761	771,053	do.
1824.....	850,033	941,447	do.....	919,278	811,595	do.
1825.....	880,754	1,247,475	243,531	960,366	904,848	247,260
1826.....	942,206	1,027,862	247,308	953,012	881,048	228,719
1827.....	918,361	1,282,628	249,174	980,542	1,066,748	226,932
1828.....	868,381	1,205,983	237,841	897,404	1,089,045	199,678
1829.....	872,949	1,098,438	221,537	944,799	1,040,042	187,626
1830.....	967,227	1,219,949	235,907	971,760	1,156,468	156,338
1831.....	922,952	1,390,223	225,330	972,504	1,318,971	214,493
1832.....	949,622	1,185,425	292,983	974,865	1,205,031	236,756
1833.....	1,111,441	1,151,481	262,109	1,142,160	1,230,642	233,293
1834.....	1,074,670	1,228,864	319,006	1,134,020	1,223,949	316,175
1835.....	1,352,653	1,250,665	327,595	1,400,517	1,277,386	335,562
1836.....	1,255,384	1,334,285	407,945	1,315,523	1,368,822	402,516
1837.....	1,299,720	1,407,365	471,590	1,266,622	1,420,008	453,231
1838.....	1,302,974	1,525,331	526,743	1,408,761	1,600,755	496,152
1839.....	1,491,279	1,785,401	596,459	1,477,928	1,785,641	581,049
1840.....	1,576,946	1,782,216	577,492	1,647,009	1,803,478	522,563
1841.....	1,631,909	1,835,495	536,234	1,634,156	1,912,699	512,105
1842.....	1,510,111	2,047,882	513,116	1,536,451	2,103,414	473,291
1843.....	1,143,523	2,070,660	462,815	1,268,083	2,137,440	414,998
1844.....	1,977,438	2,112,006	501,056	2,010,924	2,122,742	434,039
1845.....	2,035,486	2,289,744	561,890	2,053,977	2,427,552	513,201
1846.....	2,151,114	2,571,813	701,855	2,221,028	2,636,922	580,381
1847.....	2,101,359	2,965,632	716,628	2,202,393	3,147,336	637,770
1848.....	2,393,482	No data...	669,747	2,461,280	No data...	654,407
1849.....	2,658,321	do.....	730,408	2,753,724	do.....	678,633
1850.....	2,573,016	do.....	718,196	2,632,788	do.....	710,469
1851.....	3,054,349	do.....	708,866	3,200,519	do.....	744,572
1852.....	3,235,522	do.....	735,527	3,230,590	do.....	736,928
1853.....	4,004,013	3,363,121	854,029	3,766,789	3,457,058	911,164
1854.....	3,752,115	3,312,549	921,186	3,911,392	3,362,083	1,011,611
1855.....	3,861,391	3,633,153	1,006,419	4,068,979	3,882,017	1,042,279
1856.....	4,385,484	4,433,792	1,191,424	4,538,364	4,521,818	1,215,154
1857.....	4,721,370	4,772,769	1,356,687	4,580,651	4,630,230	1,375,082
1858.....	4,395,642	4,506,100	1,286,870	4,490,033	4,367,855	1,274,219
1859.....	5,265,648	4,603,266	1,328,322	5,297,367	4,631,670	1,401,164
1860.....	5,921,285	4,778,019	1,345,396	6,165,924	4,801,042	1,437,898
1861.....	5,023,917	5,419,459	1,434,778	4,889,313	5,182,862	1,468,461
1862.....	5,117,685	5,526,295	1,589,763	4,961,818	5,546,183	1,559,886
1863.....	4,614,698	5,866,184	1,610,347	4,447,261	5,722,643	1,656,777
1864.....	3,066,434	6,462,606	1,649,518	3,090,948	6,460,578	1,660,640
1865.....	2,943,661	7,022,948	No data...	3,025,134	7,116,057	No data.
1866.....	3,372,060	7,989,264	do.....	3,383,176	7,895,770	do.
1867.....	3,455,052	8,511,800	do.....	3,419,502	8,172,904	do.

\* French tonnage included fisheries till 1833; since that date fisheries are not included.

TABLE XLVIII.

*Classification of the entries and clearances of American tonnage by hemispheres, and distinguishing British North American from other foreign American countries from and to which such tonnage sailed.*

Fiscal year.	British North American possessions.				Other foreign countries in North and South America.				Other foreign countries in Europe, Asia, Africa, and Oceania.				Total.	
	Entered from.		Cleared to.		Entered from.		Cleared to.		Entered from.		Cleared to.		Entered from.	
	Tons.		Tons.		Tons.		Tons.		Tons.		Tons.		Tons.	
	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	No.	Tons.
1857.....	4,207	4,378	1,453,569	4,465	1,425,984	4,260	1,319,496	2,639	1,916,587	2,496	1,807,586	11,304	4,731,370	4,580,651
1858.....	4,560	4,750	1,606,987	4,050	1,381,057	4,141	1,235,430	2,125	1,598,844	2,233	1,647,616	10,735	4,385,642	4,490,033
1859.....	5,280	5,631	2,333,843	4,490	1,404,144	4,489	1,369,684	2,265	1,694,800	2,147	1,573,840	12,035	5,265,648	5,297,367
1860.....	5,566	5,832	2,970,337	4,434	1,436,645	4,487	1,431,360	2,206	1,683,302	2,363	1,764,237	12,206	5,921,285	6,165,924
1861.....	5,099	5,286	2,322,842	4,130	1,320,488	3,736	1,082,308	2,022	1,509,838	2,037	1,484,163	11,251	5,023,917	4,889,313
1862.....	5,753	2,734,194	2,691,373	3,021	871,497	3,053	920,415	2,031	1,511,994	1,830	1,350,030	10,805	5,117,685	4,961,818
1863.....	5,605	2,520,484	2,441,325	2,819	872,780	2,730	898,610	1,020	1,221,434	1,487	1,107,326	10,044	4,614,698	4,447,261
1864.....	4,909	1,666,194	1,769,248	2,055	779,303	2,082	817,251	835	620,937	689	504,449	7,799	3,066,434	3,090,948
1865.....	5,724	1,689,829	1,750,548	1,936	784,929	2,096	890,119	664	468,903	611	384,467	8,394	2,943,661	3,025,134
1866.....	5,615	1,747,609	1,670,699	2,322	936,962	2,390	999,194	909	688,189	1,022	713,283	8,846	3,372,060	3,383,176
1867.....	5,135	1,497,935	1,497,935	2,730	1,099,799	2,682	1,093,543	943	729,738	1,110	828,024	8,808	3,455,052	3,419,502

## MISCELLANEOUS STATISTICS.

## IMMIGRATION.

TABLE XLIX.

*Immigration into the United States for the eight calendar years from 1859 to 1866, inclusive.*

Years.	Total number of passengers arrived.	Citizens of the United States.	Foreigners not intending to remain in the United States.	Passengers not immigrants.	Actual immigrants.
1859 .....	155,509	34,227	2,466	36,693	118,816
1860 .....	179,691	26,051	3,179	29,230	150,461
1861 .....	112,705	20,782	2,425	23,207	89,498
1862 .....	114,463	22,476	2,819	25,295	89,168
1863 .....	199,811	23,529	1,691	25,220	174,591
1864 .....	224,535	28,135	220	28,355	196,180
1865 .....	287,397	38,338	658	38,996	248,401
1866 .....	354,965	26,106	14,954	41,060	313,905
Total.....	1,629,076	219,644	28,412	248,056	1,381,020

TABLE L.

*Immigration into the United States during the eight fiscal years from July 1, 1859, to June 30, 1867.*

Years ended June 30.	Total number of passengers arrived.	Citizens of the United States.	Foreigners not intending to remain in the United States.	Passengers not immigrants.	Actual immigrants.
1860 .....	164,955	31,812	3,201	35,013	129,942
1861 .....	166,429	23,551	2,134	25,685	140,744
1862 .....	92,499	20,314	12,607	22,921	69,578
1863 .....	155,736	22,811	2,755	25,566	130,170
1864 .....	220,266	26,158	354	26,512	193,754
1865 .....	212,983	31,609	695	32,304	180,679
1866 .....	373,230	40,731	1,794	42,525	330,705
1867 .....	352,697	15,670	25,031	40,701	311,996
Total.....	1,738,795	212,656	38,571	251,227	1,487,568



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